


CA3BC
CAP PL
-C16

HANDBOUND
AT THE



UNIVERSITY OF
TORONTO PRESS





Digitized by the Internet Archive
in 2021 with funding from
University of Toronto

1570 A

**A PLAN FOR THE CAPITAL REGION
OF BRITISH COLUMBIA THE CAPITAL
REGION PLANNING BOARD OF B. C.**

THE CAPITAL REGION PLAN

*As approved by
the Capital Region
Planning Board
of British Columbia
at a
Special Meeting
held on
January 4, 1959*



786912

847

Typographical Design by Robert R. Reid.

PRINTED LETTERPRESS IN CANADA BY MORRISS PRINTING COMPANY LTD., VICTORIA.

ILLUSTRATIONS LITHOGRAPHED BY KEYSTONE PRESS, VANCOUVER.

The Capital Region Planning Board of B.C. was established by the Provincial Government in 1951 and held its first official meeting in November of that year. The impetus for the formation of the Board came from those persons in the community who saw the urgent need for a co-ordinated approach to the development and improvement of the Region and for the conservation of its fine natural qualities. Of great importance were the efforts of Major H. C. Holmes, Chairman of the Victoria Town Planning Commission.

On receipt of an initial grant from the Government in 1952, the Board engaged the staff of the Lower Mainland Regional Planning Board to report on a planning program for the Region. This report, which was adopted by the Board, recommended a broad survey of the resources of the Region and the subsequent employment of a permanent technical staff. Action was, however, delayed pending firm commitments from the municipalities to provide financial support for the Board.

Toward the end of 1953 the Provincial Government made a \$10,000.00 grant in aid, and in the following year this amount was matched by the municipalities, which permitted the Board to broaden the scope of its work. Since that time the Board has been supported by annual grants in aid from the Provincial Government and by grants on a per capita basis from the municipalities.

Early in 1954 Mr. J. W. Wilson, Director of the Lower Mainland Regional Planning Board, was engaged as a Consultant to prepare an outline survey of the Region, which was published in October of that year under the title, "The Capital Region Takes Stock." This survey was the starting point for the subsequent detailed studies prepared by the Board's own permanent staff, which was appointed at that time. These studies have now culminated in the presentation of the Master Plan for the Capital Region.

The Board is composed of one member appointed by the Provincial Government and one member appointed by each of the municipalities in the Region. As a result of the 1957 amendments to the Municipal Act it has been necessary for the municipal nominee to be a member of Council.

From its inception the Board has invited the municipal engineers to attend its meetings and they have shown a lively interest in all aspects of the preparation of the Master Plan.

Through the municipal representation and the attendance of the municipal engineers the Board has endeavoured to maintain close connections with the municipalities and to keep them fully informed of the progress of its work.

**BOARD
MEMBERS:**

PROVINCIAL GOVERNMENT	<i>F. W. Nicolls</i> , 1951-, CHAIRMAN 1951-54, 1959-
CENTRAL SAANICH	<i>R. Lamont</i> , 1951 <i>H. R. Brown</i> , 1952 <i>H. A. Peard</i> , 1955-56 <i>P. F. Warren</i> , 1957-
ESQUIMALT	<i>J. E. Carey</i> ,*1951-58 <i>C. A. Field</i> , 1958-
OAK BAY	<i>F. Norris</i> , 1951-53 <i>S. P. Birley</i> , 1953-58, CHAIRMAN 1958 <i>F. W. Hawes</i> , 1959-
SAANICH	<i>Grace Shaw</i> , 1951-55 <i>K. R. Genn</i> , 1956-57 <i>G. Chatterton</i> , 1958-
SIDNEY	<i>D. Sparling</i> , 1955-57 <i>J. E. Bosher</i> , 1958-
VICTORIA	<i>Major H. C. Holmes</i> , 1951-57, CHAIRMAN 1955-57 <i>M. H. Mooney</i> , 1958-

**MUNICIPAL
ENGINEERS**

ESQUIMALT	<i>J. Graeme</i> , P. ENG., 1953-
OAK BAY	<i>A. Musgrave</i> , P. ENG., 1951-59 <i>G. O. White</i> , P. ENG., 1958-
SAANICH	<i>H. D. Dawson</i> , P. ENG., 1951-56 <i>N. Life</i> , P. ENG., 1957-
VICTORIA	<i>C. Jones</i> , P. ENG.,* 1951-55 <i>J. Garnett</i> , P. ENG., 1955-

* deceased

**PROFESSIONAL
STAFF**

DIRECTOR	<i>B. Wiesman</i> , M.ARCH., A.M.T.P.I.C., 1954-
PLANNING ASSISTANT	<i>J. Wright</i> , M.A., A.M.T.P.I.C., 1955-
ASSOCIATE	<i>A. L. Parr</i> , A.R.I.B.A., A.M.T.P.I. Saanich Town Planner, 1958

CAPITAL REGION PLANNING BOARD OF B.C.

918 GOVERNMENT STREET, VICTORIA, B.C.

EV 2-3523

BRAMM WIESMAN, M.R.A.I.C., A.R.I.B.A.
PLANNING DIRECTOR

January 7, 1959.

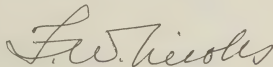
The Minister of Municipal Affairs
Province of British Columbia
The Mayor and Council, The Corporation
of the City of Victoria
The Reeve and Council, Corporation of
the District of Saanich
The Reeve and Council, The Corporation
of the District of Oak Bay
The Reeve and Council, Corporation of
the Township of Esquimalt
The Reeve and Council, Corporation of
the District of Central Saanich
The Village Commissioners, Corporation
of the Village of Sidney

Gentlemen:

In accordance with the provisions of
Sections 717 to 720 of the Municipal Act, the
Capital Region Planning Board of British Columbia
takes pleasure in transmitting herewith a
comprehensive plan for the orderly development
and improvement of the Region.

It is the recommendation of the Board that
the Plan and the administrative recommendations
appended thereto be approved within the meaning
of the Act.

Yours very truly,



F. W. Nicolls
Chairman

CONTENTS

Part One *Introduction*

THE REGION TODAY 9

LOCATION
CLIMATE AND VEGETATION
ECONOMIC ACTIVITY
TRANSPORTATION
WATER SUPPLY AND ELECTRIC POWER

THE PATTERN OF SETTLEMENT 13

OUTLOOK FOR THE REGION 14

Part Two *The Plan*

THE PLAN IN CONCEPT 15

HOUSING 19

THE METROPOLITAN AREA

SPRAWL
APARTMENT

THE RURAL AREA

SIDNEY VILLAGE
LANGFORD DISTRICT
CORDOVA BAY AND BLENHEIM
AGRICULTURAL SETTLEMENTS AND OTHERS

ROADS 27

THE RURAL AREA

THE METROPOLITAN AREA

THE MAJOR

PARKS 31

BLANCHET CITY
SCHOOL DISTRICT
SCHOOL DISTRICT
SCHOOL DISTRICT
SCHOOL DISTRICT

SCHOOLS 35

GREATER VICTORIA SCHOOL DISTRICT
SAANICH SCHOOL DISTRICT
VICTORIA COLLEGE

CONTENTS

COMMERCIAL AREAS	37
THE METROPOLITAN AREA	
THE RURAL AREA	
REGIONAL COMMERCIAL CENTRES	
INDUSTRY	39
THE METROPOLITAN AREA	
THE RURAL AREA	
REGIONAL INDUSTRIAL AREAS	
THE METROPOLITAN AREA	
THE RURAL AREA	
TOURIST ACCOMMODATION	43
GOVERNMENT AND INSTITUTIONAL BUILDINGS	45
PRINCIPLES OF CENTRAL BUSINESS DISTRICT DEVELOPMENT	47
ADMINISTRATION	50

ILLUSTRATIONS

PLANS

a.	THE CAPITAL REGION PLAN	<i>following page</i>	18
b.	POPULATION DISTRIBUTION 1976: <i>The Region</i>		26
c.	POPULATION DISTRIBUTION 1976: <i>The Metropolitan Area</i>		26
d.	PHASING OF URBAN GROWTH		26
e.	MAJOR ROADS: <i>The Region</i>		30
f.	MAJOR ROADS: <i>The Metropolitan Area</i>		30
g.	PARKS: <i>The Region</i>		34
h.	PARKS: <i>The Metropolitan Area</i>		34
i.	SCHOOL DISTRICT 61 ELEMENTARY SCHOOLS		36
j.	SCHOOL DISTRICT 61 SECONDARY SCHOOLS		36
k.	SCHOOL DISTRICT 63		36
l.	COMMERCIAL AREAS		38
m.	INDUSTRIAL AREAS		42
n.	TOURIST ACCOMMODATION		42

ILLUSTRATIONS

1.	THE CAPITAL REGION POLITICAL BOUNDARIES	<i>following page</i>	14
2.	POPULATION DISTRIBUTION 1956		14
3.	TOPOGRAPHY		14
4.	EMPLOYMENT 1956-1976		10
5.	REGIONAL SETTING		14
6.	METROPOLITAN AREA GROWTH :890-1956		14
7.	LAND USE 1956: <i>The Region</i>		14
8.	METROPOLITAN AREA 115,000 TO 375,000 POPULATION		18
9.	SPRAWL		26
10.	PLAN FOR A RESIDENTIAL AREA		26
11.	PLAN FOR A RESIDENTIAL REDEVELOPMENT AREA		26
12.	AVERAGE DAILY TRAFFIC: <i>The Metropolitan Area</i>		30
13.	PEAK HOUR TRAVEL TIME		30
14.	PEAK HOUR TRAVEL SPEED		30
15.	ROAD CAPACITY		30
16.	CENTRAL BUSINESS DISTRICT LAND USE		46
17.	CENTRAL BUSINESS DISTRICT DEVELOPMENT PRINCIPLES		46

TABLES

1.	POPULATION AGE COMPOSITION 1951-56-76	<i>page</i>	14
2.	CENTRAL BUSINESS DISTRICT FORECAST OF SITE AND FLOOR AREA REQUIREMENTS		48
3.	CENTRAL BUSINESS DISTRICT FORECAST OF PARKING REQUIREMENTS		49

Part One

Introduction

THE REGION TODAY

LOCATION

The Capital Region planning area as defined by the Provincial Government includes the municipalities of Victoria, Saanich, Oak Bay, Esquimalt, Central Saanich, Sidney, and the regulated areas of View Royal and North Saanich.

The planning area is 20 miles north-south by from 2 to 9 miles east-west. It has an area of 88 square miles and is well defined as a peninsula. The western boundary is a rocky mountainous forested area; on all other sides the Region is surrounded by water.

Within the western area which includes the Highland, Langford, Colwood and Metchosin Districts, there is some land suitable for agriculture and urban uses. This area also contains valuable recreation resources such as the coastline from Williams Head to Rod Point, and the rural parks at Thetis Lake and Goldstream. In preparing the Regional Plan it has therefore been necessary to consider these districts although they are not part of the "planning area" as presently defined.

The political boundaries of the Region are shown on Illustration 1.

POPULATION

The population of the Region in 1956 was 133,500 and had increased by 53,000 or 67% since 1941. The population of the western districts including the defence housing at Belmont is part of the total figure and numbered 6,000 in 1956. The distribution of population by municipal boundaries is shown on Illustration 2.

TOPOGRAPHY

Apart from the western rocky mountainous area, the principal physical characteristic of the Region is that of a coastal plain broken by a number of well defined features—hills, valleys, ridges, rocky areas at higher elevation, lakes and low-lying areas subject to flooding. This widely varying topography within the relatively small area of the Region, combines with the irregular coastline, the off-shore islands and the snow-capped mountains on the opposite shore of the Strait of Juan de Fuca, to give the Region a special character of great physical attractiveness.

The topography of the Region is shown on Illustration 3.

THE REGION TODAY

CLIMATE AND VEGETATION

The Region possesses a cool Mediterranean climate marked by small annual temperature variations, a mild winter, low precipitation, and many hours of sunshine. (Average temperature July 60°, January 40°, 254 frost-free days, 27 inches of rain, 2,200 hours of sunshine). This climate supports a vegetation which in Canada is natural only to the Gulf of Georgia. Such species as the Garry Oak and Arbutus which occur in open woodland contribute greatly to the distinctive natural surroundings.

AGRICULTURE

The mild climate supports the specialized horticultural crops of the Region: cut flowers, bulbs, hot-house vegetables, strawberries, loganberries, and other small fruits. The remaining agricultural production is in dairying, market gardening and poultry. Although agriculture is an important use of the land, the area of the Region is relatively small and it is therefore one of the lesser economic activities.

ECONOMIC ACTIVITY

The most important economic activity in the Region is government service which provides 28% of all employment*. The military and civilian branches of the Naval Defence Service represent about two-thirds of this amount, the Federal and Provincial Civil Services comprising the remainder. Next in importance is manufacturing which is concentrated in shipbuilding, specializing in defence contracts and in the wood products industries.

Of considerable importance but of lesser value is the provision of services to tourists and to retired settlers. In 1957, 400,000 tourists visited the Region during the four months from June to September, and spent an estimated 8.5 million dollars exclusive of transportation costs†. The attraction of the Region to retired persons is shown by the fact that 16% of the population is over the age of 65 as compared to 8% for all of Canada.

Other activities which have contributed to the growth of the Region are agriculture, logging and fishing. Current employment in all sectors of the regional economy is shown on Illustration 4.

The Region's present status in the provincial economy belies its history, as from the time of the establishment of Fort Victoria by the Hudson's

* Not including municipal government.

† Capital Region Planning Board of B.C., *The 1957 Tourist Season*.

THE REGION TODAY

Bay Company in 1843 to the early 1900's, Victoria was the commercial and industrial centre of the province. With the completion of the Canadian Pacific Railway this position was lost to Vancouver which has since absorbed most of the centralized commercial and industrial growth resulting from the development of the natural resources of the province.

TRANSPORTATION

The transportation requirements of the Region are vital considering its island position. Current services to the mainland are shown on Illustration 5.

4

EMPLOYMENT 1956-1976

TOTAL



PREDOMINANTLY BASIC

GOVERNMENT DEFENCE



GOVERNMENT CIVILIAN



MANUFACTURING



PRIMARY



UTILITIES



PREDOMINANTLY SERVICE

SERVICE



TRADE



TRANSPORTATION



MANUFACTURING



CONSTRUCTION



UTILITIES



Connections to Vancouver and Seattle are maintained by frequent air and steamship services. During the summer the steamship service is supplemented to accommodate traffic via Port Angeles and Anacortes.

In addition to the steamships, freight movements are handled by barge and railroad car ferries with terminals in Victoria.

Outside the Region there is frequent steamship service between Vancouver and the Island, with the terminus 70 miles north of Victoria at Nanaimo. This is the only service that accommodates truck traffic and because of its frequency it is also attractive to automobiles and inter-city bus service.

Deep sea docking facilities are located at the Ogden Point Wharves in the Victoria Outer Harbour.

The major highways in the Region are the Trans-Canada Highway which follows the east coast of Vancouver Island, the Patricia Bay Highway which traverses the Region from north to south, and the West Coast Road which serves the small settlements at Sooke, River Jordan, and Port Renfrew.

WATER SUPPLY AND ELECTRIC POWER

Domestic and industrial water supply in the metropolitan area is provided by the Greater Victoria Water Board which manages the Sooke Lake Watershed. By raising the level of the reservoir the watershed could supply the needs of a population of 400,000. To satisfy a still greater demand additional sources of supply are available by diverting the Leech and Koksilah Rivers.

Outside the metropolitan area ground water sources are tapped for individual domestic and irrigation supply and for a piped system in the Brentwood and Sidney Waterworks Districts.

Electric power is distributed by the B.C. Electric Company which operates a hydro plant at River Jordan. The Region's electrical needs have in the past been supplemented from the up-Island plants of the B.C. Power Commission but with growing Island demand unless this source can be expanded it will not be available to the Region.

To meet the increasing demand for electrical power the B.C. Electric Company has recently laid submarine cables to the mainland which will likely become the Region's most important source of supply.

The sources and main distribution lines for water and electricity are shown on Illustration 5.

THE PATTERN OF SETTLEMENT

The population of the Region is concentrated in the metropolitan area which has grown up around the site of what was originally the Hudson's Bay Company fort on Victoria Harbour. Significant stages in the growth of the metropolitan area are shown on Illustration 6. Augmenting the metropolitan population, smaller settlements have developed at Sidney, in the Langford-Colwood area, at Cordova Bay, and Brentwood.

Outside of the metropolitan area and the outlying settlements the predominant use of land is for agriculture. Along the sea coast and on hills and ridges which afford a view, residential development has occurred as country homes on large sites, and in some cases as small lot subdivision or sprawl.

On the fringe of the metropolitan area scattered housing development has occurred to a depth of from one to two miles and loosely occupies all of the land needed to accommodate the growth anticipated up to 1976.

The current use of land within the Region is shown on Illustration 7.

The 1976 population of the Region is forecast at 195,000 and represents a twenty year gain of 51,500 or 46%. This forecast is explained in the technical report, "Population Forecast and Land Use Requirements." The 1976 date was selected as the maximum period for which a reliable estimate could be made. This report sets maximum and minimum limits to the 1976 population at 175,000 to 215,000. As these forecasts represent the coincidence of extreme probabilities the median figure of 195,000 people provides the most reliable indication of the growth that can be expected to occur by 1976.

The population forecast was calculated by examining the future age composition of the population to determine the most likely ratio of children to adults, the employment opportunities for those of working age, and the course of migration of retired persons.

The age composition of the population has an important bearing on the Plan. It affects such widely varying matters as the future need for schools, the number of dwellings, and the amount of residential land that will have to be serviced.

The forecast employment is shown on Illustration 4. It indicates a continued reliance on government service as the most important economic activity in the Region. Increased employment is also forecast in manufacturing but at a rate which would result in a small decline in its relative importance.

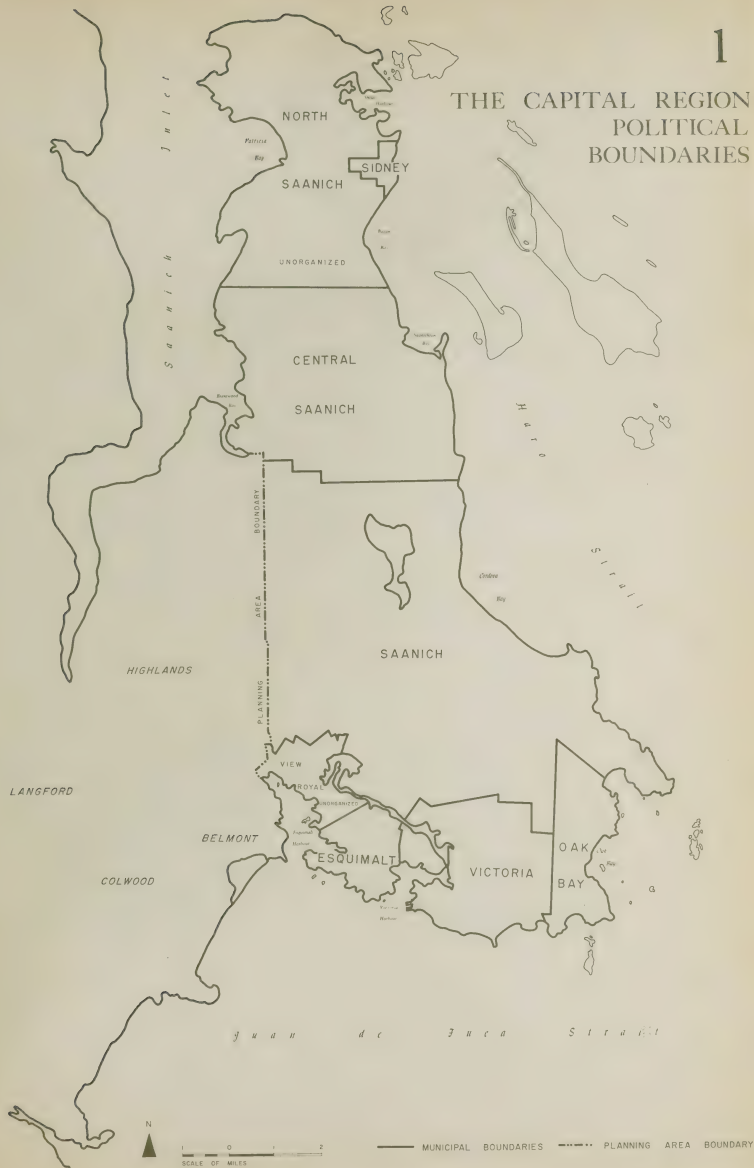
Employment in the service industries has on the whole been forecast in direct proportion to population growth as explained in the technical report. Exceptions are made in the case of tourism and construction. The employment that can be attributed to tourism is expanded more rapidly while no increase at all is allowed for in construction employment.

The employment forecast is used in the Plan to determine the total population and the amount of land that will be required for each of the economic activities of the Region. It also affords a measure of the amount of traffic that will be generated by the various work centres.

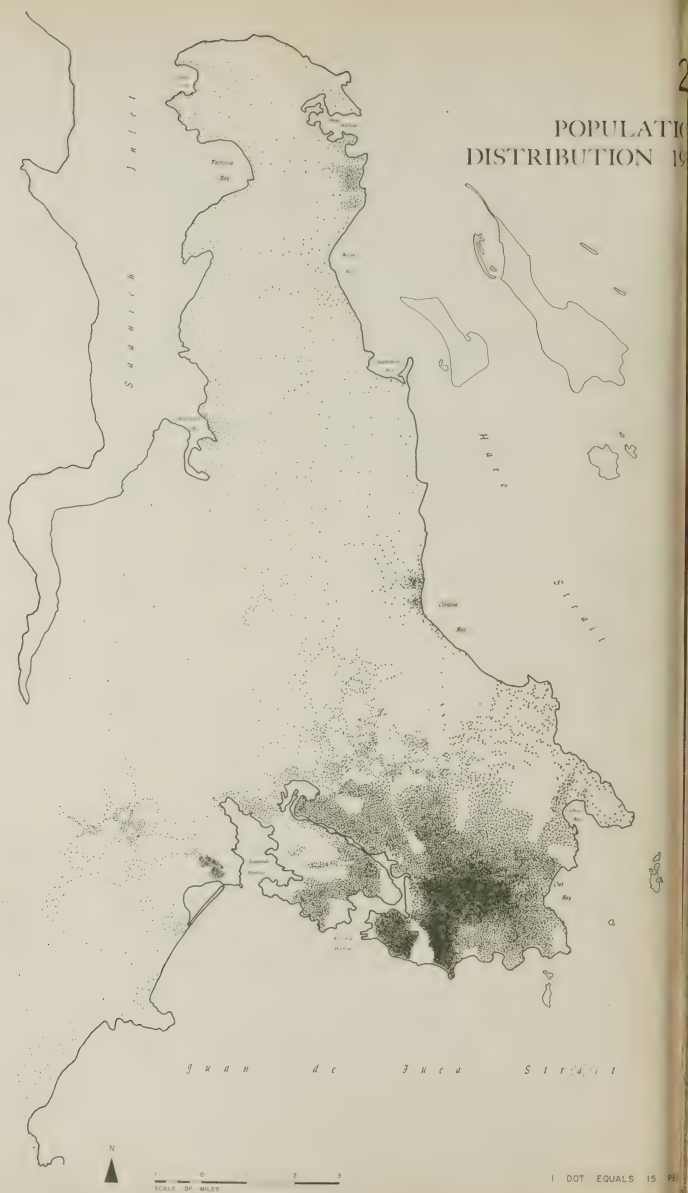
The forecast of retired population assumes a migration of persons into the pre-retirement age groups at the current level and a continued migration of 500 retired persons per year. As the present composition of the population is such that there will be relatively fewer persons reaching retirement age from now to 1976 than in the recent past, the forecast is for a declining proportion of retired persons. Even at the maximum forecast rate of migration of 750 retired persons per year, the proportion of the population of retirement age would not maintain the current high figure of 16%.

The forecast of retirement is considered in the Plan mainly in its effect on the growth of total population.

THE CAPITAL REGION POLITICAL BOUNDARIES



POPULATION DISTRIBUTION 19





Strait of Juan de Fuca

BILL HALL

REGIONAL SETTING



MAJOR HIGHWAYS

COASTAL STEAMSHIP

DEEP SEA STEAMSHIP

AIR ROUTES

RAILROAD

WATERSHED

ELECTRICAL TRANSMISSION

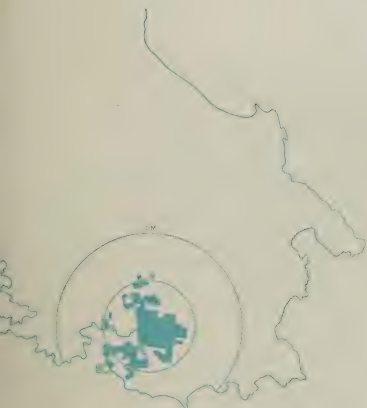
COASTAL PLAIN Below 1,000' Elevation

MOUNTAINS Above 1,000' Elevation



General Farming: Mount Newton Valley

METROPOLITAN AREA
GROWTH 1890-1956



1890



1920

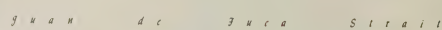


1940








1956

Samuel J. Nichol



- | | |
|---|-----------|
|  | RESIDENCE |
|  | COMMERCE |
|  | ASSEMBLY |
|  | INDUSTRY |
|  | DEFENCE |
|  | AIRPORT |

-  PARKS
 G.C. GOLF COURSES
 C. CEMETERIES
 AGRICULTURE
 WOODED
 WATERSHED

- | | |
|--------------------------|------------------------|
| <input type="checkbox"/> | INSTITUTIONS & SCHOOLS |
| <input type="checkbox"/> | GOVERNMENT |
| <input type="checkbox"/> | HOSPITALS |
| <input type="checkbox"/> | INDIAN RESERVE |
| <input type="checkbox"/> | LIABLE TO FLOOD |

0 1 2

The Plan

By 1976 it is forecast that the regional population will have grown to 195,000. This population will occupy an additional 16,900 dwelling units requiring 5 square miles of residential land. Motor vehicle ownership will increase by 30,000 and the street system will have to be extended and improved to accommodate the increased volume of traffic. Rapid urbanization will create an urgent need to expand the regional park system by large scale land acquisition. Elementary and high school sites will be needed for an additional 435 classrooms and more land will be occupied by the expansion of university facilities. More than one million square feet of building will be added to the central business district, while outlying commercial centres will expand by 75 acres. Industry will occupy an additional 80 to 90 acres of land, mainly in transportation, distribution, and service manufacture. The visitor industry will expand and tourist accommodation will need an additional 55 to 70 acres of land. New federal, provincial, and municipal offices will have to be sited. The community will have need for a wide range of institutional buildings, hospitals, and libraries.

The Regional Plan will, upon its adoption, become a statement of policy by the provincial and municipal governments on how these needs can be satisfied most conveniently and economically in the community interest to create a satisfactory environment for the Capital Region of British Columbia.

To implement the Plan the provincial and municipal governments will guide the growth of the Region by their public works and land acquisition programs, by their zoning, subdivision, and building regulations.

The predominant aspect of the development of the Region is the growth of the metropolitan or built up area. The future shape of this area is of fundamental importance in planning the Region. Illustration 6 shows the growth of the metropolitan area during the past 100 years. What will its form be in the next century?

THE PLAN IN CONCEPT

While no one knows what technological changes will occur to alter the form of our urban regions, certain prospects for the future can be seen if it is assumed only that as population grows more land will be occupied for urban purposes.

Up to now the fringe of the urban area has been expanding northward through that portion of the peninsula which has the greatest width. After 1976 when development starts to move through Royal Oak, the urban area if it continues to grow, will narrow from 6 miles wide to an average of not more than 3 miles wide.

Continued development, even of compact single family dwellings, would then steamroller through the peninsula as shown on Illustration 8. At the north boundary of Saanich the population might be 300,000, at the north boundary of Central Saanich the population might be 375,000 to 400,000. The peninsula as a scenic rural area would be gone. If sprawl is permitted to continue the loss would occur in less than half the time.

The prospect that the whole peninsula could become urbanized within the lifetime of those who are young today will come as a shock to many who care about this unique part of Vancouver Island.

What conclusions can be drawn from this prospect?

By far the most important is that in this Region good building land is not a limitless commodity — it is a relatively scarce natural resource, the conservation and intelligent development and use of which is vital to the community.

As development progresses northward through the peninsula the metropolitan area will become increasingly linear in shape, causing profound changes in the structure of land uses and traffic movements.

The metropolitan area is now focused around a core of industrial and commercial uses which have in the past expanded with the growth of the Region. The Plan visualizes that as the population moves into the 200,000 range, congestion at the centre will necessitate the establishment of regional, commercial centres on the north-south axis at Royal Oak, and at subsequent three to four mile intervals as growth may dictate*. When this stage of development is reached it should be possible to stabilize central area land uses in contrast to the disorganisation which has up to now occurred with each phase of new growth.

At that time the renewal and redevelopment of the inlying areas will become increasingly urgent.

The linear form of the metropolitan area will create the need for more adequate roadways in the north-south direction. On this account building set-backs are planned to allow for the future widening of the Patricia

* See Section 6, COMMERCIAL AREAS.

THE PLAN IN CONCEPT

Bay Highway*. To accommodate the increased volume of north-south traffic in the metropolitan area new roadways are planned on the extension of Wharf Street, Blanshard Street, and Lochside Drive.

With the prospect of continuous northward expansion of the metropolitan area it is obvious that the population of 195,000 anticipated by 1976 represents only a convenient forecast date for measuring the needs of the Region and predicting the rate of growth.

At the forecast date the metropolitan area if it develops compactly, will be growing between McKenzie Avenue and Royal Oak Avenue, both of which are planned for extension as east-west crossroads. To consider the effect of continued northward urbanization those sections of the Plan related to the metropolitan area have been extended generally to the line of Royal Oak Avenue which forms a more satisfactory planning boundary.

What kind of environment will the Region provide, how pleasant, convenient, efficient and attractive will it be? In terms of physical planning these qualities are determined by the arrangement of land uses, the size and shape of the urban area, the density of development, the pattern of main roads, and the advantage which is taken of the natural setting. These are the principal elements of the Regional Plan. They are shown summarized on Plan A.

The plan includes a comprehensive arrangement of land uses covering the rural area, residential, commercial and industrial development, schools, parks, government and institutional buildings. Each land use is planned for the functional requirements of the Region and is located in relation to the other land uses, the distribution of population, the topography, and the pattern of main roads.

The Plan shows the size and shape of the urban area that will result from compact growth proceeding in orderly phases related to the economical provision of municipal services. Affecting the expansion of the urban area, increases in population density are planned resulting from the construction of apartments and other forms of multi-family accommodation.

The Plan shows a new network of roads to connect the Region efficiently and to accommodate the growing volume of motor vehicle traffic.

The Plan shows how the fullest advantage can be gained from the natural setting by the reservation of scenic areas for public use, by the protection of the countryside from premature and uneconomic subdivision and by the adjustment of the urban development to the magnificent qualities of the site.

* See Section 4, ROADS.

The Plan for the Region will come into force in accordance with the procedure described in Section 7 of the Municipal Act which reads:

"Sec. 11. The Board may, by an affirmative vote of the whole of all its members thereof, adopt as the official regional plan for the planning area any regional plan prepared under section 7.01.

"11. Any official regional plan so adopted shall not come into force or effect until approved by:

(a) Two-thirds of the members of the member municipalities."

(b) The Lieutenant Governor in Council."

THE PLAN IN CONCEPT

The effect of adopting the Plan is described in Section 695 of the Municipal Act.

695. (1) *The Council shall not authorize, permit or undertake anything contrary to or at variance with the official community plan or a plan adopted under Division (6) of this Part.*

(2) *The provisions of subsection (1) do not empower the Council to impair, abrogate, or otherwise affect the rights and privileges to which an owner of land is otherwise lawfully entitled.*

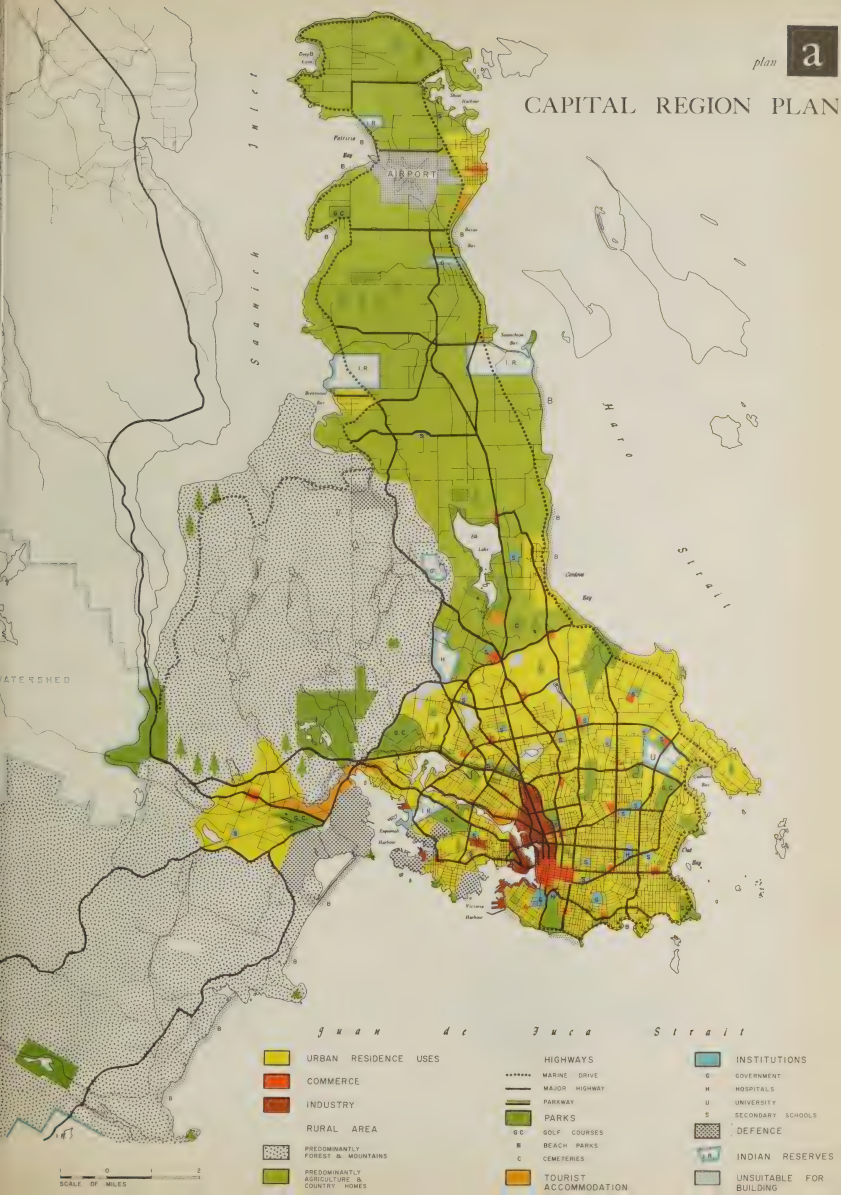
To amend the Plan the same procedure must be followed as in its adoption.

Under these circumstances, for the Plan to be workable it must be sufficiently definite for its adoption to represent an effective agreement by the province and the municipalities to co-ordinate their efforts in improving the Region; but at the same time it must be sufficiently flexible to permit reasonable modification as necessitated from time to time in the process of implementation without requiring amendments to the Plan except at infrequent intervals of about five years.

To achieve this purpose the Plan is definite about "location" but flexible about boundaries and the degree of flexibility varies depending on the conditions. For example, the acquisition of a park is described as "at Witty's Lagoon," the direction of a new road is described as "an extension of McKenzie Avenue," the location of a commercial zone is described as "8 to 10 acres near the intersection of Royal Oak Avenue and Lochside," or a high school site is described as "in the centre of the Gordon Head drainage area." In all cases specific legal descriptions are avoided.

To assure that the intention of the Plan will not be lost but at the same time to provide a maximum degree of flexibility in its implementation the final section of the Plan contains a number of administrative recommendations concerned generally with maintaining a continuous relationship between the Planning Board and the provincial and municipal governments which are responsible for the implementation of the Plan.

CAPITAL REGION PLAN



- URBAN RESIDENCE USES
- COMMERCE
- INDUSTRY
- RURAL AREA
- PREDOMINANTLY FOREST & MOUNTAINS
- PREDOMINANTLY AGRICULTURE & COUNTRY HOMES

- HIGHWAYS
- MARINE DRIVE
- MAJOR HIGHWAY
- PARKWAY
- PARKS
- GOLF COURSES
- BEACH PARKS
- CEMETERIES
- TOURIST ACCOMMODATION

- INSTITUTIONS
- GOVERNMENT
- HOSPITALS
- UNIVERSITY
- SECONDARY SCHOOLS
- DEFENCE
- INDIAN RESERVES
- UNSUITABLE FOR BUILDING

SCALE OF MILES



METROPOLITAN AREA 115,000 TO 375,000 POPULATION



To accommodate the forecast population of 195,000, housing will have to be provided for an additional 62,500 people. Allowing for the replacement of obsolete dwellings and for anticipated changes in the number of persons per dwelling, 16,900 new units will be required by 1976. The total housing stock within the Region will then be 55,800 dwelling units. This is explained more fully in "Population Forecast and Land Use Requirements."

The orderly provision of land for residential purposes is a cornerstone of the Plan. The location of new housing and the number of dwellings or people per acre is a basic consideration in determining correctly balanced residential area needs for main roads, schools, parks, shopping centres, municipal services, zoning and subdivision control. The subsequent analysis shows how the residential land requirements of the Region can be accommodated most satisfactorily by planning for the population distribution shown on Plans B and C.

As in the past the preponderance of new dwellings and population growth is planned for the metropolitan area. In the remainder of the Region population increases are planned from the growth of settlements at Cordova Bay, Brentwood, Sidney, Langford and Colwood; from the construction of country homes on large lots; and from the breaking up of farm operations into smaller units of production.

The population is shown as 175,000 for the metropolitan area and 20,000 for the remainder of the Region. This corresponds to a 45% increase in the metropolitan population compared with an increase of 56% for the remainder of the Region.

THE METROPOLITAN AREA

Two aspects of the recent provision of housing in the metropolitan area stand out. The first is the scattered fringe development, or sprawl; the second is the trend towards apartment living.

SPRAWL

There can be no doubt that the most serious planning problem in the Region today is the situation created by scattered small lot housing subdivisions, or sprawl. Illustration 9 shows an example of this condition.

Unplanned sprawl development on the fringe of the metropolitan area is rapidly approaching the condition that will make it extremely difficult and costly to provide a satisfactory road pattern, correctly spaced and well-sited schools, parks, and shopping centres.

For the residents of sprawl areas the lack of urban services: sewers, buses, street lighting, shopping centres, schools, parks, paved roads and adequate drainage, is a constant source of irritation. Although the sprawl areas may contain pockets of housing sufficiently compact to warrant these services the overall scatteration makes it impossible to provide municipal services economically.

In rural municipalities sprawl development raises the taxes, prematurely increases the value of the land, disturbs the pattern of agricultural development and makes the land continually less attractive for farming while it may never be needed for urban development.

Sprawl development blocks the best use of the land by leaving a scattering of older homes on the fringe of the urban area. This makes the fringe unattractive to the more compact development which should occur with continued growth.

Sprawl offers no advantages that cannot be provided more economically and with greater convenience and satisfaction by planned and orderly growth. Sprawl occurs for many reasons, not the least of which is the fact that the community has failed to provide satisfactory alternatives.

Municipal policies are needed on public works programs, on the planning of residential areas, on zoning and subdivision control, which will direct the forces that have occasioned sprawl, into more satisfactory region building activities.

It is planned that the servicing and development of residential land in the metropolitan area proceed in orderly phases as shown in Plan D. This plan should be implemented by concentrating public works in accordance with the phases shown, and by limiting small lot housing subdivisions to the development areas as they progress during the planning period.

Each of the phases shown on Plan D corresponds firstly to the progressive and economical extension of the Region's sewer system, but also makes possible the planned and orderly provision of all other municipal services and improvements.

Compact, well-served, residential development completed by phases will make it possible to achieve a more satisfactory residential layout than has hitherto occurred. Up to now there has been widespread land subdivision without any regard to the overall community pattern, but a satisfactory residential area is more than a haphazard collection of houses, roads, schools, parks stores, churches and other uses.

To improve the layout and quality of residential areas it is recommended that each phase of new residential development proceed in accordance with a detailed residential area plan. An example of such a plan is shown on Illustration 10.

The framework for the residential area plans is the integrated regional proposal for main roads, schools, major parks and district shopping centres. As the next step towards more orderly development the residential area plans should consider the layout of local streets to prevent through traffic; the arrangement of subdivisions to avoid land waste and to keep servicing costs at a minimum; the location of neighborhood facilities such as parks, tot lots, and smaller groups of stores.

In the areas that are already partially built up and in fragmented ownership there are only limited possibilities of improving the overall layout. To achieve a more satisfactory development of these areas it is recommended that replotting schemes be prepared in accordance with sections 830 to 864 of the Municipal Act.

APARTMENTS

A projection of post-war trends shows that by 1976 apartments will account for 24% of all housing units in the metropolitan area. This compares with 14.1% in 1941, 17.9% in 1951, and 19.6% in 1956.

The conversion of existing dwellings or their replacement by new apartment buildings is the first step in a chain reaction that results in increased motor traffic, changing demands for schools, parks and other public facilities.

The Plan shows an increased density of population within the present limits of the metropolitan area and provides for the resultant changes in traffic and land use.

Although good residential areas can be developed at much higher overall densities than are planned for by 1976, there is the danger that with inadequate controls there will be an excessive building coverage on individual sites or pockets of land causing a serious deterioration in housing standards and an excessive load on such public facilities as the street system.

Recent zoning by-law amendments have improved the standards of apartment construction and it is recommended that they should be retained. The most important aspect of these amendments is the requirement for adequate off-street parking and for limiting building coverage to about 30% of the area of the lot. Experience indicates that this is the maximum density at which satisfactory overall conditions can be maintained with the 3-storey apartment development currently most popular. When higher overall densities are wanted as will likely occur in the subsequent planning period, it will be necessary to resort to more expensive taller buildings.

In rezoning land for apartments the municipalities have adopted the expedient of reclassifying whole areas regardless of the suitability of the street and subdivision layout for apartment building. Although there are many obstacles to achieving improved layout it is recommended that wherever possible detailed redevelopment plans should be prepared.

A small scale example of this positive approach is shown on Illustration 11. The implementation of schemes along these lines will enhance the attractiveness and encourage the rebuilding of older inlying areas, to the economic advantage of the city.

The Federal Housing Census of 1951 showed that housing conditions in the Region ranked amongst the best of the metropolitan areas of Canada. At that time conversions of single family dwellings represented about two-thirds of all apartment units. Although this proportion should diminish as only one-quarter of all apartment units added in recent years has been by way of conversion, the total added each year is considerable and if uncontrolled can be one of the factors leading to poor housing conditions.

To protect the health and well being of the community and to prevent a deterioration in the relatively good housing conditions which now obtain it is recommended that there be a strict enforcement of building standards in the conversion and remodelling of existing structures.

Garden or low-density type apartments and terrace houses are two forms of housing accommodation which fill a definite need but which have been almost completely lacking up to now.

For the occupants, these forms of housing combine many of the advantages of both the single family dwelling and the conventional apartment. For the municipality they have the advantage of requiring less extended services than do single family dwellings. An example of terrace housing is shown on Illustration 11.

To stimulate the construction of these forms of housing it is recommended that raw land should be assembled and serviced by the municipi-

palties for re-sale to private builders as a self-liquidating project financed through the Land Assembly Provisions, Part 6, of the National Housing Act.

THE RURAL AREA

Outside the metropolitan area there are settlements at Sidney, Langford-Colwood, Cordova Bay and Brentwood. In the remainder of the rural area the land is used for agriculture and country homes, or is rocky mountainous and unsuitable for development. Regional considerations affecting the planning and development of each of these areas are considered separately.

SIDNEY VILLAGE

Sidney is a compact community with a population of 1,370, not including 300 persons resident immediately outside the municipal boundaries.

The village is the commercial centre for the north half of the peninsula and has a well developed business district. It is the only settlement outside the metropolitan area which has a sewer system and insofar as its other municipal services are concerned it is in a good position to accommodate an expanding population at urban densities.

The village has a ground water supply which is believed to be sufficient for a population of 4,000. Should the population ever exceed this number, new sources of supply will have to be found.

The forecast is for a population of 2,500 within the village and its surroundings by 1976. As most of the development will occur outside the village, consideration should be given to the extension of the municipal boundaries.

Although there is no obstacle to the preparation of plans for the future development of the village and its surrounding areas, experience indicates that the implementation of any such plans and the orderly provision of municipal services to new development will proceed more satisfactorily if there is no divided responsibility.

For this reason it is recommended that the village of Sidney consider the advisability of initiating proceedings under section 21 of the Municipal Act. By this process the residents of the village and those of the surrounding area will have the opportunity of voting on the question.

The physical limits of village growth are well defined by the coastline and by the proposed extensions to the Patricia Bay Airport as shown on Plan D. At full development this area can accommodate 3,500 people, which is within the limit of the present water supply.

LANGFORD - COLWOOD

The Langford-Colwood district is provincially administered unorganized territory outside the Capital Region planning area. Including the defence housing at Belmont, 6,000 people are now resident in this area.

Water service is provided directly by the Greater Victoria Water District. There is no sewer system but the soils are generally sandy gravel and are more satisfactory for septic tank disposal fields, if properly constructed, than those of most other parts of the Region.

The forecast is for a population of 11,000 by 1976. At urban densities the full development of the area shown on Plan D can accommodate about 20,000 people.

To date the development of the Langford-Colwood area has proceeded with little regard to the overall physical pattern of the community which is evolving. If this condition is not remedied soon it will be too late to achieve a satisfactory and economical arrangement for even the most elementary aspects of community layout such as roads and subdivision.

The Langford-Colwood settlement is an integral part of the Region and it is recommended that the planning area be extended to include these settlements. Subsequently, the Board should advise the provincial government on subdivision approval and other planning matters affecting these areas.

CORDOVA BAY AND BRENTWOOD

The population of these settlements is estimated at Cordova Bay, 1,500, and Brentwood 700. Water is supplied to Cordova Bay as part of the Saanich Waterworks System, and Brentwood has a piped supply from ground water sources managed by a local water board.

Although originating differently, both of these settlements have certain qualities in common. They are small — the open countryside is within a few minutes walking distance — some of the housing occurs on urban-size lots, but most of the lots are a half acre or more.

These settlements are neither predominantly urban such as Sidney and Langford-Colwood, nor predominantly rural such as the country home areas which girdle the coastline of the peninsula. They are something in between.

To provide an orderly pattern of growth it is planned that for the present, new homes should only be permitted on as small a lot as is consistent with maintenance of good standards for septic tank disposal fields; but insofar as possible allowance should be made for later development to urban-size lots when sewers are available.

It is also planned that residential subdivision be limited to the area that will be needed for the growth of these settlements during the planning period and that additional land should only be opened for subdivision in phases as required. Otherwise each of these settlements will have its own sprawl areas, creating all the problems previously described, and seriously blocking the long-term future development of the Region.

The 1976 population of these settlements is estimated generously at Cordova Bay 4,500 and Brentwood 1,300. The area proposed for the long-term planning of Brentwood can accommodate 3,000 population. The development of Cordova Bay should conform to a plan for the total urbanization of Saanich.

AGRICULTURAL SETTLEMENT AND COUNTRY HOMES

The remaining population of the Region can be accounted for as full or part-time farm residents or as the occupants of country homes set apart from other dwellings.

A study of Central Saanich* shows a decline in the average size of farm occupied by the present owner for less than ten years compared to the average size occupied for a longer period. This may indicate the breaking up of farm holdings into smaller units of production which would have the effect of adding to the population in the rural area. However, as the numbers involved are only a small fraction of the 20,000 population forecast for the rural area this process should not be significant in the future distribution of the regional population.

The minimum size of agricultural holding in the Region is 3 acres and it is therefore planned that this figure be adopted for the control of subdivision outside the residential areas already defined. Smaller lots should however be permitted for the development of the commercial centres at Keating, Saanichton, and other locations that may be required, and for the construction of country homes along the coastline of the Region.

There is now an almost continuous development of permanent country homes along the coastline of the Region. Most of these homes are located on large treed lots and preserve the rural surroundings for which they were selected. The unlimited development of the coastline for this use is however in conflict with the advantage to the public of a continuous marine drive with direct access to the waterfront.

At the present time it is only practical to acquire small portions of the coastline for public purposes as described in section 4 of the Plan. It is therefore planned that the remainder of the coastline should be developed

* Capital Region Planning Board of B.C., *Study of Central Saanich for the Capital Region Plan*.

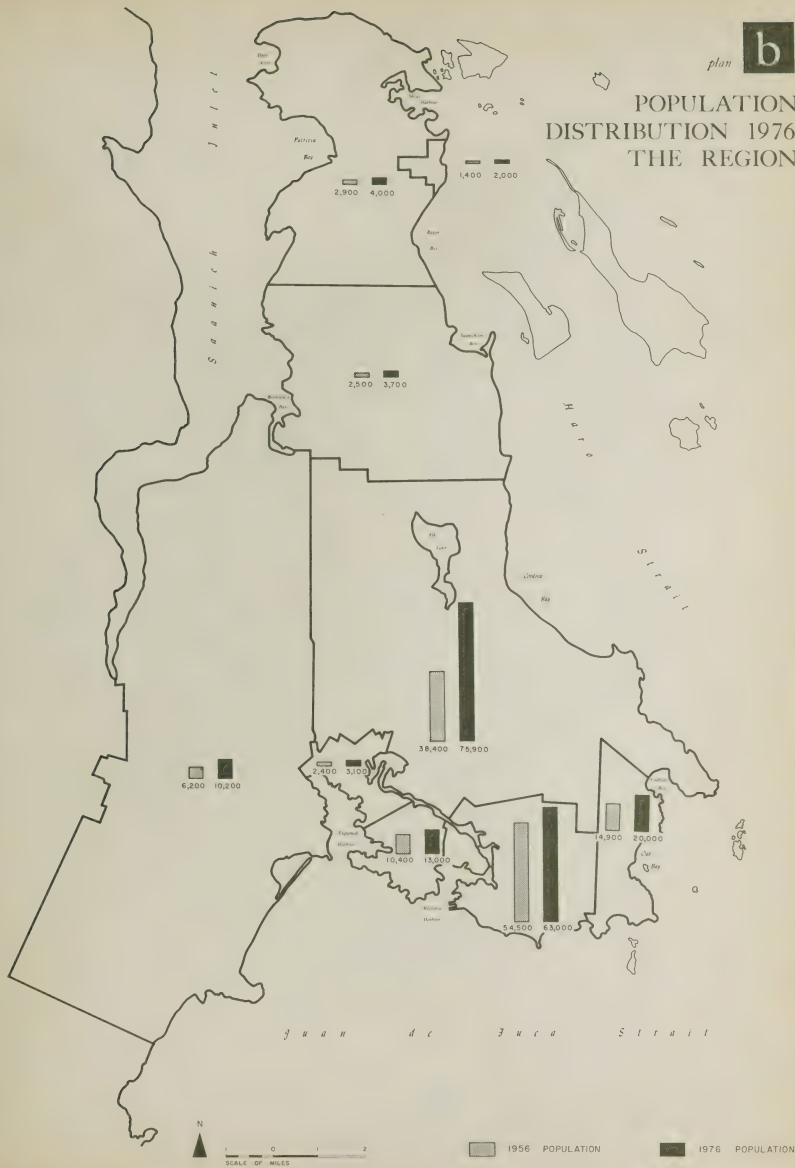
HOUSING

as low density country-home areas and that to maintain the rural surroundings and to protect the land for this use the minimum size of lot in all future subdivisions should be one acre.

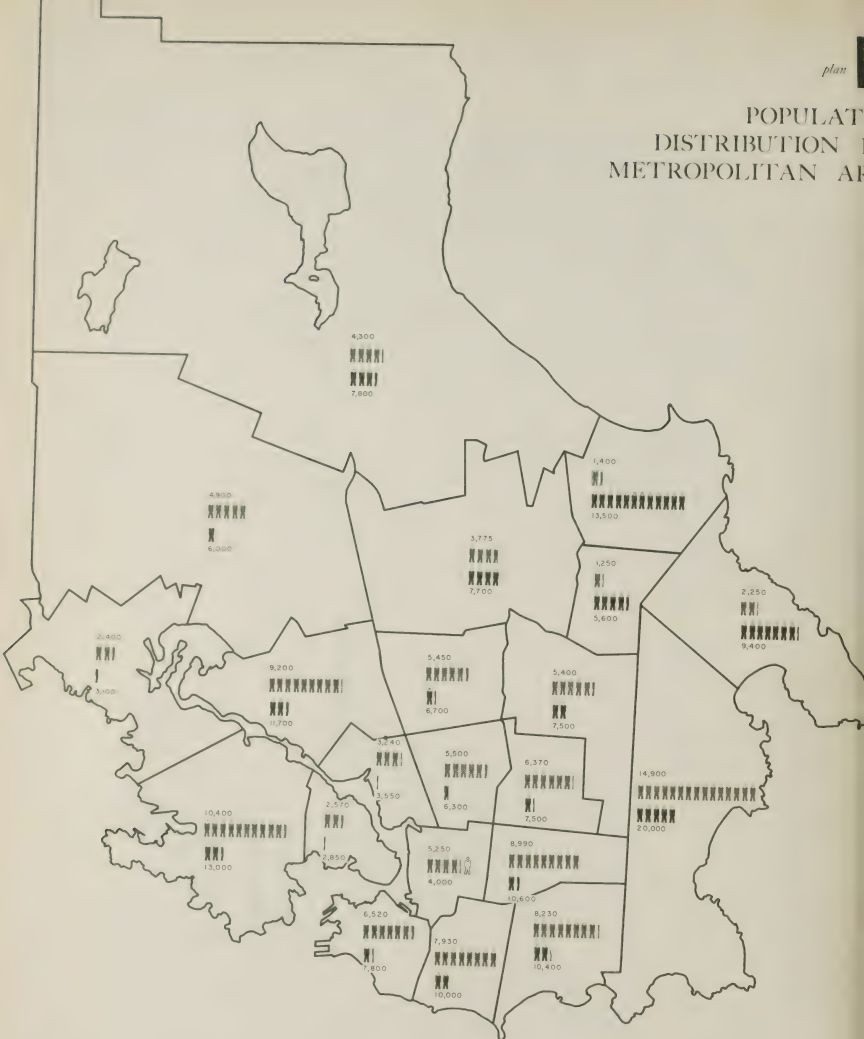
In addition to the coastline development of country homes there may be a small demand for this type of residence at inland locations, particularly those which afford a view. However, as it is in the nature of country homes to be set apart from other residences, no advance provision for this land use seems possible.

It is therefore planned that inland country homes be accommodated under the same regulations generally applicable to the rural area, namely, that in all future subdivisions the minimum lot area should be three acres.

POPULATION DISTRIBUTION 1976 THE REGION



POPULATION DISTRIBUTION METROPOLITAN AREA



5,000 1956 POPULATION



5,000 1976 POPULATION



1 = 1,000 PEOPLE

ADDITIONAL POPULATION 1956-1976



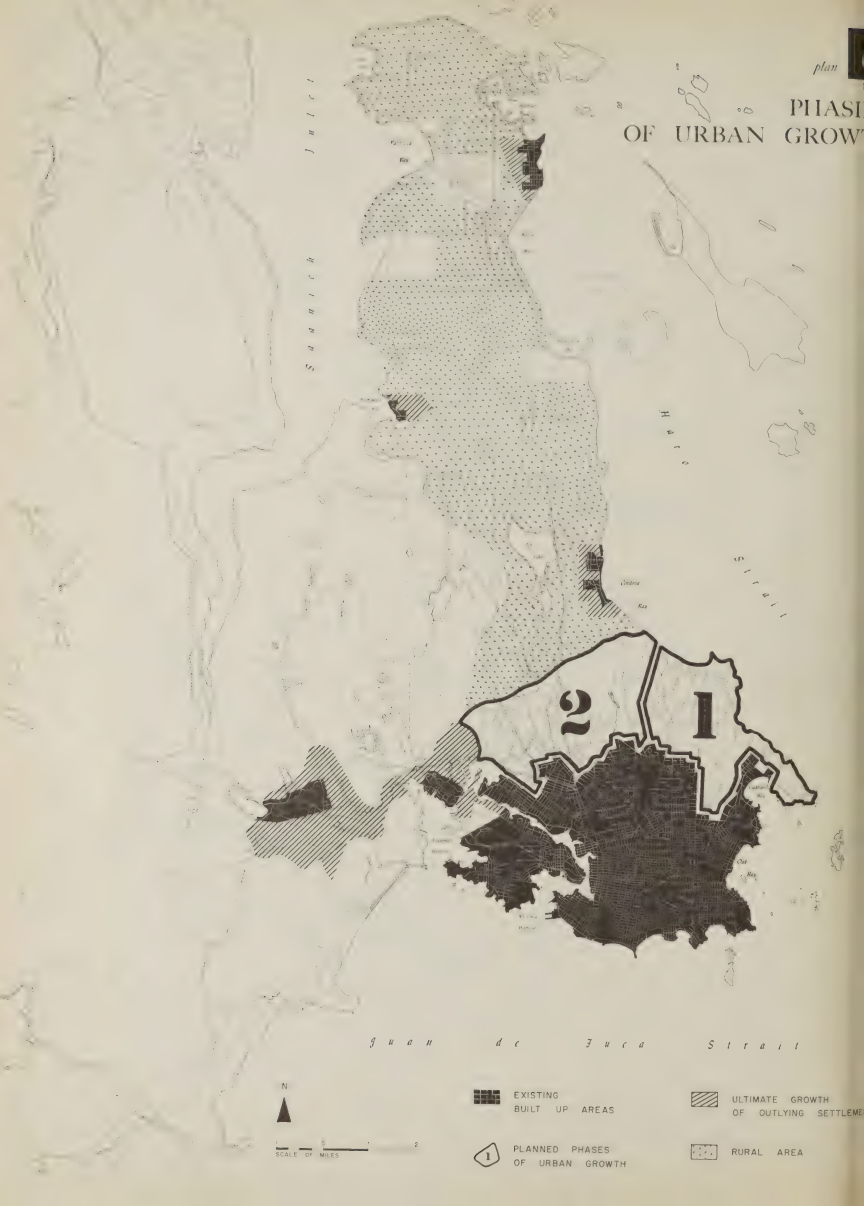
SCALE OF MILES

SPRAWL

SPRAWL SETTLEMENTS

plan

PHASES OF URBAN GROWTH



PLAN FOR A RESIDENTIAL AREA



DISTRICT SHOPPING CENTRE AND HIGH SCHOOL
FOCAL POINT FOR 4 TO 5 RESIDENTIAL AREAS

PRIMARY SCHOOL WITH ADJOINING PARK,
COMMUNITY HALL AND SHOPS, FORMING A
NEIGHBORHOOD CENTRE

PARK LOCATED TO TAKE ADVANTAGE OF
EXISTING TREES

LIMITED ACCESS FROM SURROUNDING ARTERIAL
ROADS

RESIDENTIAL ROADS PLANNED TO DISCOURAGE
THROUGH TRAFFIC

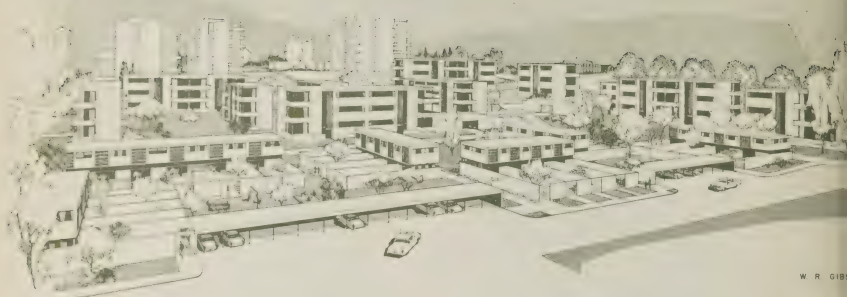
EXISTING ROADS AND BUILDINGS INCORPORATED
WITH MINIMUM WASTE

INTERNAL TOT-LOTS, SAFE FROM TRAFFIC

DEEP LOTS BACK ONTO ARTERIAL ROAD

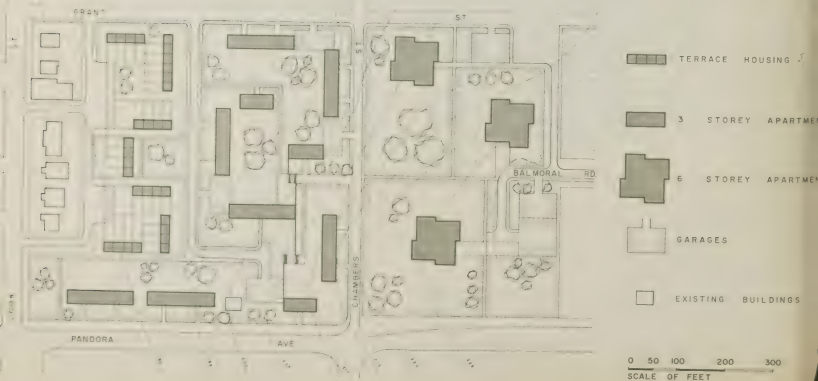
APARTMENTS AND ROW HOUSES INCLUDED TO
DIVERSIFY ACCOMMODATION

PLAN FOR A RESIDENTIAL REDEVELOPMENT AREA



W R GIBBS

PERSPECTIVE
VIEW



The cardinal principle underlying the major road plan presented in this section is that motor vehicle traffic is generated by land use, and satisfactory road plans can only be prepared in conjunction with plans for the location and extent of residential, commercial, and industrial zones, schools, parks, and other major facilities of the Region. Almost every proposal of the Regional Plan has been affected by a consideration of the major roads and every major road location has been affected by proposals for the development and use of the land.

THE RURAL AREA

The existing pattern of main roads outside the metropolitan area is illustrated in Plan E. These roads connect into a workable grid which appears satisfactory for the traffic that is likely to occur during the planning period.

It is planned that these roads be adopted for priority improvement as required from time to time; that in all future subdivisions adjacent to these roads a minimum of 66 foot right-of-way should be acquired; that the municipal zoning by-laws should establish building set-backs to permit road widening as required at a later date.

Many of the roads in the rural areas not presently planned as main roads will become more important as population increases. A well-signed secondary road pattern is therefore essential for the satisfactory long-term development of the regional road system. It is therefore recommended that a detailed secondary road plan be prepared for the rural area. This plan should be implemented by the dedication of rights-of-way in pre-determined locations as part of the normal subdivision process.

The Trans-Canada Highway and the Patricia Bay Highway have been designated by the provincial government for limited access control. It is planned that the municipalities should assist in this attempt at preventing ribbon development by enacting strict zoning by-laws to limit commercial uses adjacent to these highways.

The complete prohibition of commercial development along the Trans-Canada Highway from Goldstream to Burnside should not cause any public inconvenience as the total distance is only 7 miles.

Apart from eliminating the detrimental effect of ribbon development on the flow of traffic, it is planned that the Trans-Canada Highway be preserved as a magnificent parkway approach to the Region. This can be achieved by the acquisition of forested areas between Goldstream Park and Thetis Lake Park as described in the subsequent section of the Plan.

Along the Patricia Bay Highway it is planned that for the convenience of the public a limited number of highway commercial zones should be established. They should extend for not more than 500 feet on one side of the Highway and have access from a parallel service road that has only one entrance and one exit to the Highway.

There is now a nucleus of commercial development on the Patricia Bay Highway just north of Elk Lake. This commercial area is included in the Plan and should be provided with a local access road. Further north a new highway commercial zone is planned at Mount Newton Cross Road.

For the co-ordination of highway access control and land use planning, it is recommended that the Capital Region Planning Board should advise the provincial government on all applications for highway access within the Region.

The provincial government also exercises a strong control over signs and billboards along the highways in unorganized territory. To maintain high standards of highway development throughout the Region it is recommended that the municipalities enact similar controls.

THE METROPOLITAN AREA

THE MAJOR ROAD PLAN

The pattern of main roads within the metropolitan area is seriously deficient. There are no cross-town routes north of Hillside, the main roads lack continuity, there are many unfortunate jogs, there is a lack of uniformity in road allowance widths, there are many dangerous intersections with roads converging at all angles.

To overcome this situation the municipalities have over the years made many improvements including the acquisition of land for road widening and re-alignment. At no time, however, has there been a comprehensive and united intermunicipal approach to the improvement of the basic road grid.

The major road plan for the metropolitan area is shown in Plan F. This plan has been prepared from studies of the current traffic movement and from a projection of future requirements resulting from the land use plan.

The Board's traffic studies were the first comprehensive measurements of motor vehicle movements in the Capital Region. For the implementation of a sound road improvement program it is recommended that these studies be repeated periodically and supplemented by additional origin and destination information.

The major road plan as presented here is only the first step in the preparation of a highway improvement program. The next steps are to design the final location of the rights-of-way for new roads; to determine pavement widths, and to estimate the cost of the major improvements. The completion of these phases of the Plan will require close inter-municipal co-operation at the technical level and it is therefore recommended that the municipalities appoint their engineers to a permanent Metropolitan Highway Planning Committee of the Board, the provincial government having already agreed to do so.

For the implementation of the major road plan it is recommended that the municipalities adopt five year capital improvement programs. In preparing these programs each major road should be scientifically rated to determine how the greatest benefit can be derived from each dollar of road construction cost. This can be done by considering present and future traffic volumes, existing roadway condition, and the cost of the proposed improvement.

ROAD CAPACITY

The principal problems of inadequate road capacity occur in the movement through and out of the central business district during the evening peak traffic period. This is expressed in Illustration 14 which shows the average speed of traffic shortly after five o'clock is already less than 8 miles per hour on many streets.

During the hour from 4:30 to 5:30 o'clock 8,800 vehicles move out of the central business district at the same time as 5,500 vehicles move in. These figures indicate the need for more detailed origin and destination information on a central business district cordon line to determine the feasibility of designing alternative by-pass routes, or of adjusting traffic control to relieve the pressure created by through movements. It is recommended that these studies be conducted jointly by the Board and the city of Victoria.

Two of the more interesting traffic studies are the measurement of average daily traffic volume-flow on Illustration 14, and the speed and delay study shown in Illustration 15.

Peak hour traffic out of the central business district is described in Illustration 15, which also shows total roadway capacity in the outgoing direction. Capacity has been measured for present roadway conditions and also for the conditions which would result from the elimination of curb-side parking during the peak hour.

The figures in Illustration 15, show that traffic volume is now approaching current roadway capacity and that remedial measures will be needed if serious congestion is to be avoided. The first line of attack is that of traffic engineering which can get more traffic through the road system by such methods as improved signalization, prohibition of turning movements, elimination of parking, re-arrangement of bus stops, pavement markings, one-way streets, channelized intersections and many other devices.

The second line of attack is the physical construction of additional roadways in the direction in which they will be needed most. As the largest increases in traffic are anticipated in the northerly direction, the major road plan shows the extension of both Blanshard and Store Streets to the Trans-Canada Highway.

As the detailed design of these roadways progresses they should be closely related to the provision of parking space in the central business district.

MASS TRANSIT

Mass transit is an important part of the transportation facilities available in the metropolitan area. On an average day 23,000 bus passengers move into the central business district, of whom 6,000 depart during the evening peak period. If these 6,000 transit riders were to be accommodated in private motor vehicles at the prevailing peak hour rate of 1.52 persons per car, they would occupy 4,000 cars. This is equivalent to a constant stream of traffic for one hour on two four-lane highways.

Transit operations can be of great benefit to the community by providing an efficient means of transportation and by relieving downtown parking requirements. While specific recommendations for the improvement of service are beyond the scope of this Plan it is obvious that the municipalities and the transit authority have a stake in improving the attractiveness of "riding by bus". It is therefore recommended that the transit authority be invited to participate in the Metropolitan Highway Planning Committee.

TRAFFIC INTERVIEWING

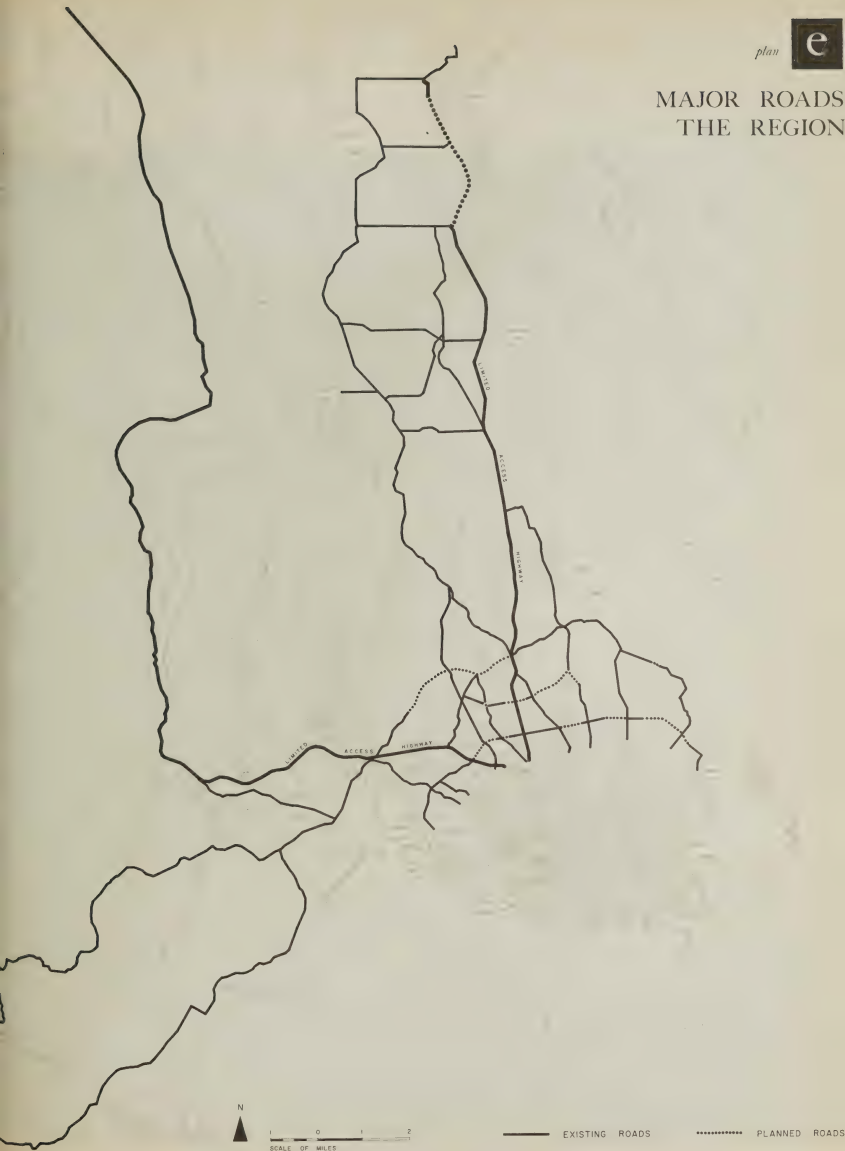
Because serious symptoms of a general congestion problem have been observed in the metropolitan area, a study of the traffic conditions in the central business district is being conducted. The study will be a traffic engineering study of the central business district, and will be a study of the traffic conditions in the central business district. The study will be a traffic engineering study of the central business district, and will be a study of the traffic conditions in the central business district. The study will be a traffic engineering study of the central business district, and will be a study of the traffic conditions in the central business district.

A consulting traffic engineer employed by the City of Vancouver has been engaged to conduct a study of the traffic conditions in the central business district. The study will be a traffic engineering study of the central business district, and will be a study of the traffic conditions in the central business district. The study will be a traffic engineering study of the central business district, and will be a study of the traffic conditions in the central business district.

The study will be a traffic engineering study of the central business district, and will be a study of the traffic conditions in the central business district. The study will be a traffic engineering study of the central business district, and will be a study of the traffic conditions in the central business district.

By J. J. Thompson, Traffic Engineering Committee

MAJOR ROADS THE REGION



MAJOR ROAD THE METROPOLITAN AREA



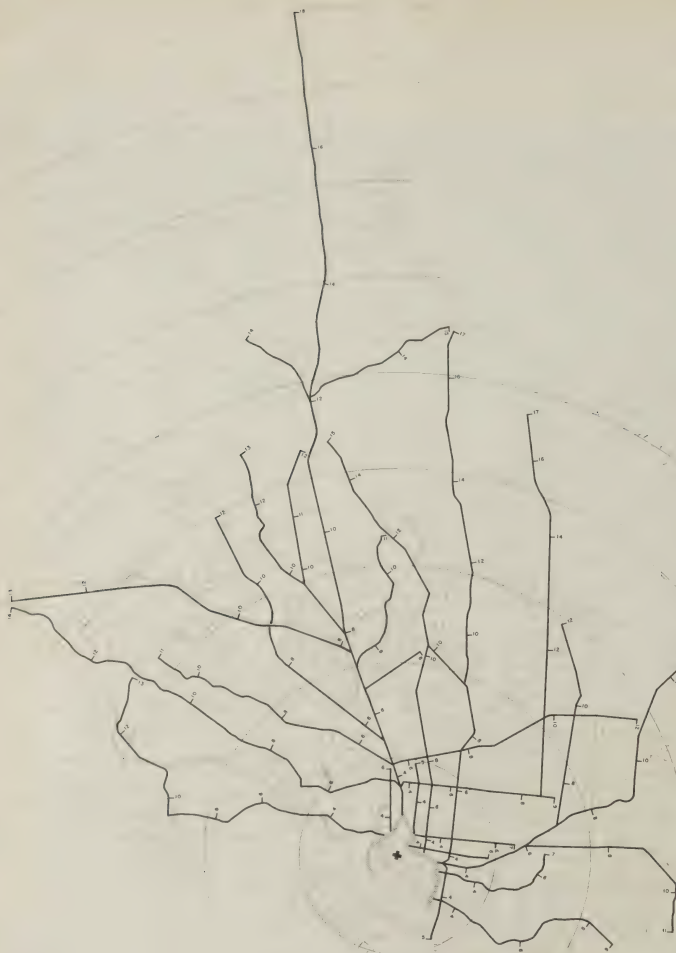
1 0 1 2
SCALE OF MILES

— EXISTING ROADS

--- PLANNED ROADS

AVERAGE DAILY TRAFFIC
THE METROPOLITAN AREA

TRAVEL TIME PEAK HOUR



0 10 20
SCALE OF MILES

BASED ON SIX TO TWELVE TRIALS FLOATING
WITH THE TRAFFIC FROM FORT B. DOUGLAS

3 MINUTES FROM FORT B. DOUGLAS

PEAK HOUR TRAVEL SPEED





CAPACITY IS TAKEN AS 750 VEHICLES PER HOUR OF GREEN LIGHT PER 10 FOOT ROAD WIDTH WITH ADJUSTMENTS FOR TURNING MOVEMENTS AND BUS STOPS

The Capital Region's reputation as a fine place in which to live is largely the result of its unique surroundings, the proximity to the countryside, and the miles of coastline, beaches, and scenic headlands. These advantages are now threatened by rapid urbanization which is spreading at the rate of one square mile every three years.

The answer to rapid urbanization cannot be "stop the growth," but it can be "save some of the countryside." In particular, bold measures are needed to improve public access to the waterfront and to preserve in their natural state certain headlands, hills, open woodlands, and scenic areas.

If it were not for the barrier of acquisition costs, the Plan would show the purchase of almost the entire coastline of the Region for a linked marine drive and parkway system. As this is not a practical proposal the limited plan which is shown should therefore be considered as a minimum program to be budgeted over as short a period of time as possible.

In a number of cases there is an immediate threat that building will occur on land recommended for acquisition so that prompt action is needed. An example of this situation is at Sayward Beach along Cordova Bay.

A description of the existing park facilities and the plan for public acquisition of additional park land is shown on Plan G. More detailed information is included in the report, "Regional Parks."*

* Capital Region Planning Board of B.C., *Regional Parks*.

PARKS

BEACHES AND WATERFRONT PARKS

Along the coastline of the Region from Williams Head to Todd Inlet there are 13 miles of beach. Allowing 100 sq. ft. per person these beaches can accommodate about 35,000 people.

A commonly accepted standard assumes that up to 10% of the population will want to be on a beach at any one time, which means that the Region's coastline beaches will reach very full utilization when the population attains the 300,000 level.

With few exceptions, the existing facilities for access parking and related recreational uses are poor even for present needs. The acquisition of additional land at almost every beach within the Region is therefore planned.

Rocky headlands of great scenic value are a characteristic of the Region. Along the south-west coast Williams Head, Albert Head, Rodd Point and Macaulay Point are now in use by Federal Government Defence or Maritime Services. These headlands should be opened to the public as soon as they are no longer required for other purposes. It is therefore recommended that the federal government review its requirements for this land.

In the remainder of the peninsula the acquisition of headlands at Gordon Head, Henderson Point and Swartz Head is planned.

MARINE DRIVE

There is a marine drive adjacent to publicly owned waterfrontage along 11 of the 85 miles of coastline from Williams Head to Todd Inlet. Even without large-scale public acquisition of the coastline the plan for the acquisition of relatively small areas at beaches and headlands will make the marine drive much more attractive.

The most extensive improvement of the marine drive is shown north of Cordova Bay where it is planned that Parker Avenue should be extended to meet the Patricia Bay Highway near Mount Newton Cross Road. Up to three miles of waterfront can be acquired in this area.

As a long-term project an improved road through the Highland District is planned to connect the marine drives along the Metchosin and Saanich Inlet waterfronts.

SMALL BOAT ANCHORAGE AND LAUNCHING

There is only a limited area of water naturally suited for the anchorage of small boats and it may eventually be necessary to increase this area by dredging, breakwaters, dry land storage, and other measures.

The most suitable location for large-scale development is at Shoal Harbour and it is therefore recommended that long-term plans for the provision of yachting facilities should be prepared for this location.

Trailer borne craft are becoming increasingly popular and more boat launching ramps with suitable parking areas are needed. The locations planned in the rural area are at Cordova Bay, Turgoose Point, Patricia Bay and Todd Inlet. Additional ramps in the metropolitan area should also be provided wherever possible.

RURAL PARKS

There are four large rural parks in the Region predominantly in their natural state: Mount Douglas, Thetis Lake, Goldstream, and Elk and Beaver Lakes. Two provincial parks on the western boundary of the Region, Sooke Mountain and Lake Matheson, are inaccessible forested areas and should only be considered as part of the Region's long-term reserve.

Smaller rural parks in the Saanich Peninsula are on Bear Hill and Mount Newton. It is planned that the area of public ownership on these heights of land should be extended and that land should also be acquired on Cloak and North Hills; and on the Rithet Hills both north and south of Royal Oak Avenue.

The Highland area offers many opportunities for the reservation of scenic, rocky, mountainous, forested areas which have not been completely explored. One of the disadvantages of this area as a regional playground is the absence of any large body of water, access to the Saanich Inlet being cut off by a precipitous cliff.

The acquisition of land on Jocelyn Hill in the Highlands for a view point over the Saanich Inlet is part of a long-term plan for the connection of the marine drives described above. To preserve the Trans-Canada Highway as a parkway approach to the Region the acquisition of Mount Finlayson and Skirt Hill is shown on the Plan.

METROPOLITAN PARKS

The principal parks in the metropolitan area are: Beacon Hill, Up-lands, Mount Tolmie, Gorge, and Saxe Point, not including beach areas which have already been considered. These parks and the additional land planned for public acquisition are shown on Plan H.

To overcome the lack of a large, centrally located inland park the principal proposal of the Metropolitan Park Plan is the acquisition of the Cedar Hill Golf Course (McRae Estate). To replace the golf course

PARKS

which is of secondary quality there is sufficient land available near the intersection of Burnside and Prospect Lake Road to construct a public 18 and 9 hole course.

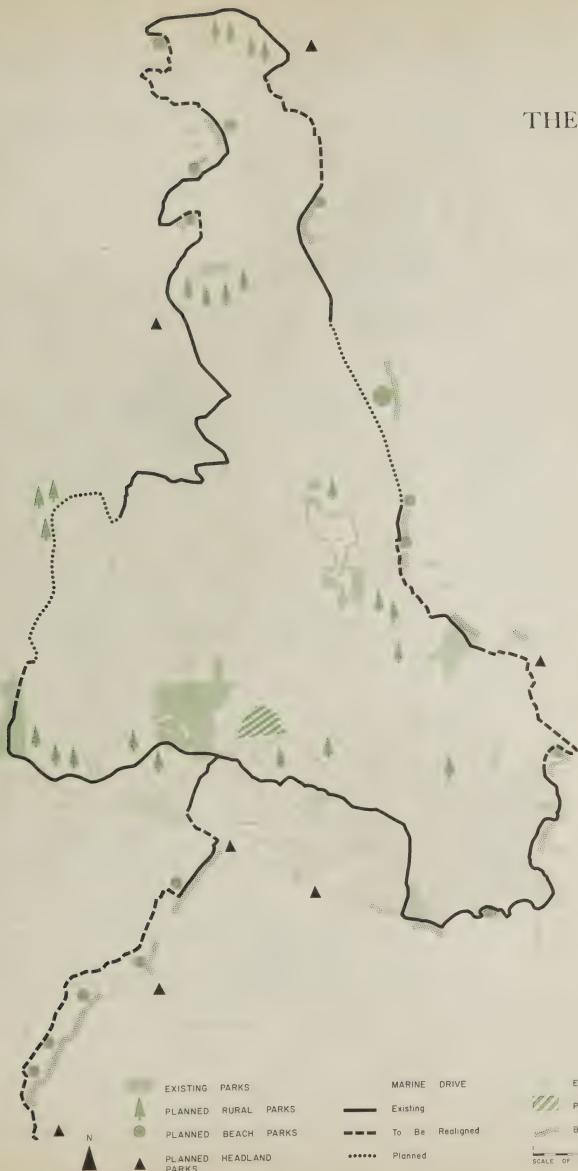
Other areas shown for acquisition are Craigflower Peninsula and the land lying in the bend of the Colquitz River just east of Admirals Road. In addition to these major parks, smaller areas should be acquired by the municipalities for more local use as needed.

Playing fields suitable for organized sport have been constructed in many of the metropolitan parks. A model field which deserves particular mention is Carnarvon Park.

To accommodate the ultimate population of the metropolitan school district, five large playing fields and two subsidiary fields are planned on the same standard as Carnarvon Park. Their location is shown on Plan H and corresponds closely to the sites recommended for Junior and Senior High Schools, which could result in a satisfactory joint use of facilities.

Royal Athletic Park and McDonald Park are the Region's only stadium fields. Although they are adequate for present needs it can be assumed that with 200,000 population a larger stadium will be required. A 15,000 seat football stadium with parking for 3,000 cars would occupy a 25-acre site. The reservation of land for this purpose should be considered in the Topaz Park Brickyard area.

PARKS THE REGION



PAR THE METROPOLITAN AR



SCHOOLS

Within the already built-up area of the school district it is possible that classroom shortages may be experienced at the elementary level. This could occur from the increased density of population which is predicted or from variations in the number of children per family from one part of the district to another, which is not subject to accurate long-term forecasts.

These needs could be satisfied as they occur by adding to the existing schools, but there is a complicating factor arising from the obsolescence of a number of the older schools, and from the total inadequacy of their sites to accommodate new classrooms at up-to-date standards. It is therefore possible that some new elementary school construction will be needed on redeveloped sites in the already built up area. It is recommended that this need should receive more detailed consideration in the formulation of short-term building programs.

SAANICH SCHOOL DISTRICT

The location of future classroom requirements is shown on Plan K. It is estimated that 25 new elementary classrooms will be needed, of which 6 to 8 will be required in both North and Central Saanich, and 10 to 12 will be required in Saanich. As most of the homes in the school district are within 2½ miles from an elementary school, and as most of the schools have less than 6 classrooms, whenever possible the Plan shows new classrooms as additions to the existing facilities. Where new sites are shown they have been located close to the existing centres of population to encourage compact development.

The secondary school needs of the district are estimated at 33 classrooms. It is planned that a majority of these rooms should be provided in a new school in the Cordova Bay area and that the remainder should be added to the existing schools.

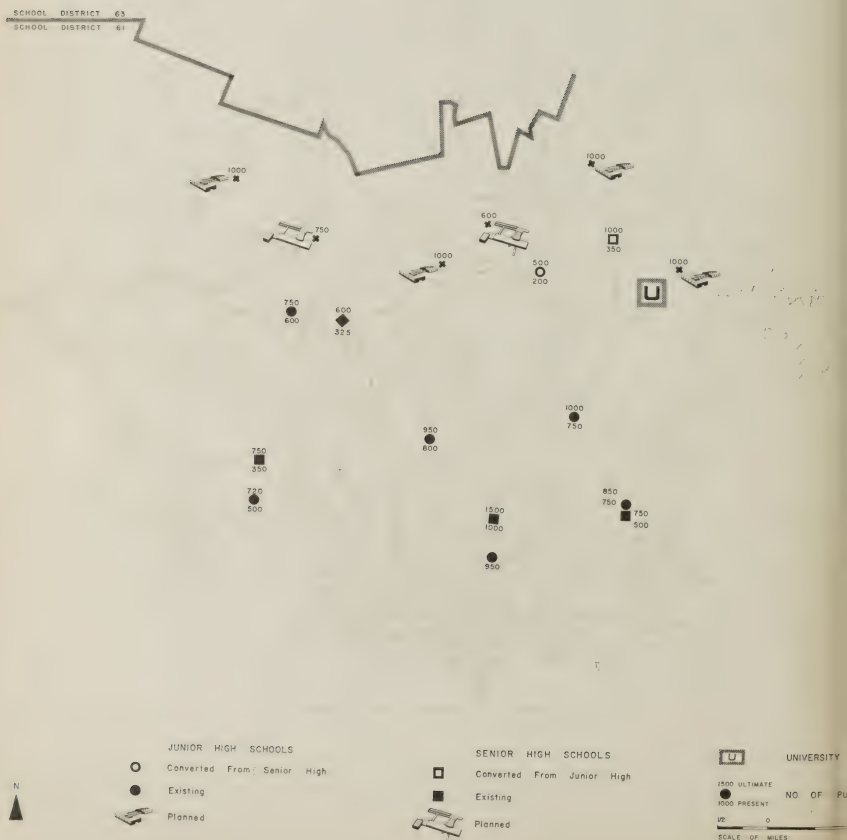
VICTORIA COLLEGE

The expansion of Victoria College as a branch of the University of British Columbia could result in a local student body of about 2,500 toward the end of the planning period, with the prospect of greatly increased enrolment in the long-term future.

To establish a centre of higher education with excellent long-term prospects for future growth, it is obvious that the present location of Victoria College including the additional land recently acquired will prove restrictive. A new site of 150 to 200 acres is therefore designated in the Gordon Head area as shown on Plan J.



SCHOOL DISTRICT SECONDARY SCHOOLS



SCHOOL DISTRICT 63

S a a n i t a

6
4 2

600
380

12
1

4
2

3

2

4

10
6

550
300

6
4

3
2

4

7

425

10

7-1

SCHOOL
SCHOOL

DISTRICT
DISTRICT

5
3

8

6

425

63

61

ELEMENTARY SCHOOLS

SECONDARY SCHOOLS



EXISTING SCHOOLS



PLANNED SCHOOLS

CLASSROOMS
6-7 EXISTING
9 ULTIMATE
STANDARD SUB-STANDARD



EXISTING SCHOOLS



PLANNED SCHOOLS

NO OF PUPILS
450 ULTIMATE
325 PRESENT

SCALE OF MILES



Bulb Farm: Gordon Head

CECIL CLARK



Government Street

BILL HALKETT

THE METROPOLITAN AREA

The provision of a sound pattern of commercial development and a good range of shopping facilities conveniently located to the residential areas will require amendments to the municipal zoning by-laws in accordance with the proposals of this section. A three-tier commercial area development is planned comprising the central business district, district shopping centres, and neighborhood stores. Proposals for the development of the central business district are considered separately in Section 10.

The existing pattern of shopping facilities in the metropolitan area, apart from the central business district, is illustrated on Plan L. It shows a number of well-established groups as well as a scattering of individual stores. The most important groups contain more than 15 stores and are located at Admirals and Esquimalt, Tillicum and Gorge, Burnside and Harriett, Quadra and Cloverdale, Quadra and Hillside, Oak Bay and Fort, Oak Bay and Monterey, Cook and Oscar, Government and Menzies.

It is planned that shopping facilities should be provided as integrated centres with ample off-street parking and rear servicing. These centres are intended to avoid the conflict of vehicles and pedestrians created by ribbon shopping developments extending for blocks on both sides of a main thoroughfare or on all four corners of a busy intersection.

The concentration of business establishments which is possible in these centres makes them convenient and attractive to both the shopper and the retail merchant. Resulting from their planned development, customary adverse effects on adjacent residential land can be virtually eliminated.

To make a satisfactory range of goods and services available the district shopping centres have been planned to serve about 15,000 people. This should provide for two supermarkets, and 20 to 30 other establishments. These centres have been located about 1½ miles apart and should occupy about 10 acres.

The location of the district shopping centres is shown on Plan L. In the section of the metropolitan area lying north of the Trans-Canada

COMMERCIAL AREAS

Highway and west of Douglas Street, the topography and road pattern combine so that it is impossible to locate district shopping centres serving 15,000 people. It has therefore been necessary to plan for two centres, each of which has a catchment area of 7,000 people.

To supplement the district shopping centres smaller groups of from three to six stores are needed so that convenience goods can be purchased within walking distance of a majority of homes in the metropolitan area. The location of the smaller centres is a matter for detailed residential planning, which should follow the adoption of the Regional Plan.

The existing commercial centres in the Region are in various stages of growth. In a number of cases their ultimate development will require the commercial re-zoning of more land. As this land was originally subdivided for residential purposes it is recommended that wherever possible detailed schemes should be prepared for each commercial zone to improve parking and servicing arrangements, and to obtain uniformity of set-backs.

THE RURAL AREA

Outside the metropolitan area it is planned that the principal commercial centres now located at Sidney and Langford should be further developed. Smaller subsidiary centres that will be required should be considered as matters for detailed planning.

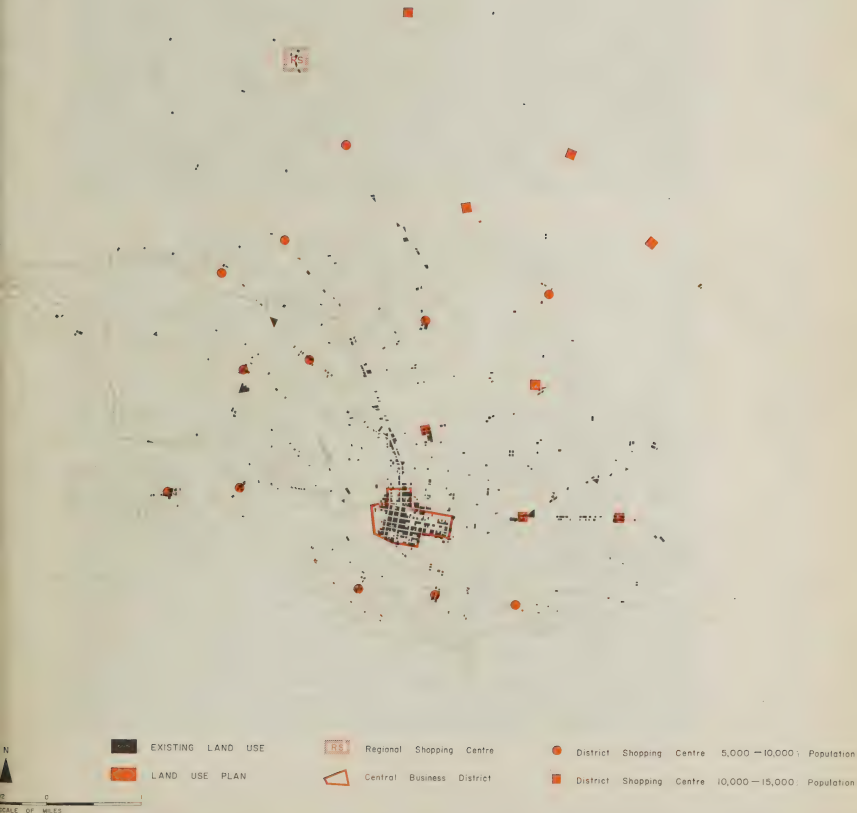
REGIONAL COMMERCIAL CENTRES

It has previously been indicated that as the metropolitan area pushes northward into the peninsula there will be a need for regional commercial centres to supplement the central business district. It is thought that there will not be sufficient population to support a regional centre until such time as the population exceeds 200,000. The obvious plan in this case is that the first regional commercial centre should be located at the Patricia Bay Highway and the West Saanich Road.

Other sources have suggested that a regional centre will be required at an earlier date. Should there be a need to accommodate such a development sooner than is feasible at Royal Oak, the Plan can be flexible to the extent that it should be located at Douglas Street and the Trans-Canada Highway.

To qualify as a regional centre, any development at Douglas Street and the Trans-Canada Highway should have an initial floor area of 150,000 square feet, otherwise, it could not be justified as part of the Plan.

COMMERCIAL AREAS





Inner Harbour

B. C. GOVERNMENT



Central Business District

The use of land for industry occurs predominantly in the metropolitan area where 499 acres are occupied for this purpose. The additional requirement for 1976 is estimated at 80 to 90 acres and will arise mainly in transportation, the service industries, and the distributive trades. The expansion of these industries will occur as a result of the growing local market for goods and services, and from the replacement of obsolete buildings on new and larger sites. This forecast is explained in greater detail in "Population Forecast and Land Use Requirements."

Manufacturing industries are of lesser importance in the Capital Region than any of the other metropolitan centres in Canada. This is the result not only of locational disadvantages and the limited local market, but also of the shortage of large harbour front sites suitable for basic industries, and the limited supply of fresh water.

The Region's two best harbours are now almost fully utilized. Most of Esquimalt Harbour is occupied by the naval defence service which can be considered the Region's most important industry, while Victoria Harbour is the site of the original settlement of the Region, and is closely built up so that large sites are not readily available.

Under these circumstances the advance provision of large industrial sites suitable for basic industries does not seem possible. It therefore appears that the accommodation of such a development can only be determined satisfactorily by the conditions prevailing at the time of its occurrence.

The distribution of industry in the metropolitan area is shown on Plan M. Although the industrial uses are more or less contiguous and centered around Victoria Harbour a number of distinct industrial areas can be described. An examination of these areas indicates that they are not equally suitable for further development.

JAMES BAY INDUSTRIAL AREA

The James Bay industrial area is a narrow strip of land along the Victoria Harbour. Within this area there is a small amount of land, about 6 acres, which is still available for development and should be reserved for the expansion of transportation and waterfront industries.

All of the land in James Bay west of Oswego Street is now zoned for industry in anticipation of the establishment of a Free Port. Although this land is ideally situated for such use it is poorly located for most of the industrial uses which form part of the 80 acre forecast. As any industrial uses which occur at the present time will depreciate the value of adjacent housing, it is proposed that unless the proponents of the Free Port can re-establish their case, this land should be re-zoned residentially.

To improve the quality of the residential area in James Bay it is recommended that a long-term plan be adopted for the creation of a buffer strip between the industry and housing.

ESQUIMALT INDUSTRIAL AREA

The expansion of the Esquimalt industrial area is restricted by the proximity of the adjacent housing which only leaves about 20 acres available for further development.

This industrial area has built up in the post-war period because of the availability of land and trackage. The principal occupants are service industries and the distributive trades so that its off-centre location is a disadvantage insofar as it affects travelling time within the metropolitan area.

SONGHEES INDUSTRIAL AREA

Vacant land in the Songhees Industrial Reserve accounts for 15 acres, 5 of which are now reserved for a helicopter terminal. The use of the remaining land is restricted by the rocky, broken terrain.

The land is owned by the provincial government which has a policy of only leasing it on a short-term basis. It is recommended that this policy should be reviewed as it may be contributing to the retarded development of the area.

CENTRAL INDUSTRIAL AREA

The Central industrial area contains the greatest concentration of firms. A restriction of the southerly and easterly expansion of this area is planned to avoid interference with the logical development of the central business district. In some cases, particularly south of Yates Street,

a contraction of the industry is contemplated as obsolete buildings on crowded sites are replaced by up-to-date facilities in new industrial areas.

Allowing for the utilization of the remaining vacant land, and for the contraction of industrial uses adjacent to the central business district, it can be assumed that the total amount of industrial land use in this area will not increase and may even experience some decline.

MILL INDUSTRIAL AREA

The Mill area as the name implies is occupied predominantly by the wood products industry. Within this area there are 25 acres of non-industrial land use. In spite of the industrial surroundings much of this land is occupied by reasonably good housing which will retard the rate of industrial development.

THE DOUGLAS STREET AREA

The Douglas Street area is planned as the main reserve of industrial land in the Region. In establishing logical boundaries for this zone it is obvious that more land should be included than will be needed during the current planning period. There are, however, large pockets of residential land, particularly near Burnside Road, which are not yet suitable for redevelopment and need not be rezoned at the present time.

The Douglas Street area has these advantages: there is trackage on the east side of Douglas Street; almost all of the land is now zoned for industry; it is at the terminus of the main provincial highways in the Region; it is centrally located for service industries and the distributive trades; it is sporadically developed for industry at the present time; it can be very well served by the major metropolitan highways as shown in Section 3 of the Plan; it is an extension of the existing industrial areas, and will have the effect of concentrating heavy truck traffic into one part of the metropolitan area.

The only disadvantage to the development of the Douglas Street industrial area is the extent of the existing housing which will make property acquisition more costly than for raw land, but a search for a suitable area of raw land indicates that no satisfactory alternative is available. Even if another suitable industrial area were available the imponderable question would arise, "What should be done with the existing trackage and the sporadic industrial development which now exists in the Douglas Street area?"

With the acceptance of this area as the principal industrial reserve it is recommended that detailed plans be prepared for the modification

of the street and subdivision layout to make it more adaptable to its intended use. Standards for industrial development should also be adopted so that unsightly industries are not in the most prominent locations and do not detract from the appearance of more pleasing establishments.

With the completion of the Trans-Canada and the Pat Bay Highways, Douglas Street has become the most travelled artery in the Region. Experience indicates that it could also become a most unsightly hodge-podge-ribbon-commercial-industrial-motel-drive-in-used-car-lot development, undesirable anywhere in the province and most ill-befitting the capital city.

In addition to industrial development, other uses might however be permitted under suitable zoning restrictions. For example, the automotive industry will likely require more space than can be provided in the central business district; industrial areas need restaurants and gasoline service stations, and may even require banks. With some guidance these uses could exist together harmoniously but it is planned that others of a purely roadside commercial character should be directed to the extensive commercial zones described in Section 6 of the Plan.

THE RURAL AREA

Outside the metropolitan area land is used industrially for service industries providing for local needs at Langford and Sidney; for gravel pits, for small boat wharfage and repair, and for air transportation and the servicing and repair of aircraft at Patricia Bay Airport.

The amount of land that will be occupied at Langford or Sidney is important to those communities but is small in its regional significance and should therefore be considered as part of the detailed planning of these areas.

The problems created by gravel pit operations have already been considered and proposals have been made to assure that the worked-out pits will not become derelict land. These proposals have been adopted by Central Saanich and should be considered by the other municipalities in which there are gravel pits.

Small boat wharfage and repair, while partly industrial, is predominantly a recreational land use and is considered in Section 4 of the Plan.

The expansion of the Patricia Bay Airport is now under active consideration by the Department of Transport and final proposals will likely be made public in the near future. One observation that should be emphasized is that the Region does not possess an alternative airfield site and it is therefore urgent that sufficient land for the ultimate development of Patricia Bay Airport should be reserved at the present time.

INDUSTRIAL AREAS

DOUGLAS ST.
MILL
SONGHEES
ESQUIMALT
CENTRAL
JAMES BAY



1 0 1
SCALE OF MILES

EXISTING LAND USE

LAND USE PLAN

TOURIST
ACCOMMODATION

N

x x x x EXISTING ESTABLISHMENTS

1 0 2 3
SCALE OF MILES

LAND USE PLAN



SMALL BOAT ANCHORAGE

TOURIST ACCOMMODATION

Tourist trade is an important sector of the regional economy. As the industry expands more land will be required for motels, auto courts, and other forms of overnight accommodation.

The present location of tourist accommodation is shown on Plan N. In the immediate post-war period there was a trend towards the construction of auto courts in the open country. In more recent years this trend has changed towards the construction of city-type motels.

In "Population Forecast and Land Use Requirements" it is estimated that 55 to 70 acres of land is a generous allowance for the construction of additional tourist accommodation during the planning period. It is planned that this land be located as shown on Plan N, which includes both rural and urban type accommodation.

The most important aspect of this Plan is that ribbon development along the Trans-Canada Highway and the Patricia Bay Highway should not be permitted. This can be achieved by a total prohibition of commercial uses, or by a less drastic solution, if properly controlled.

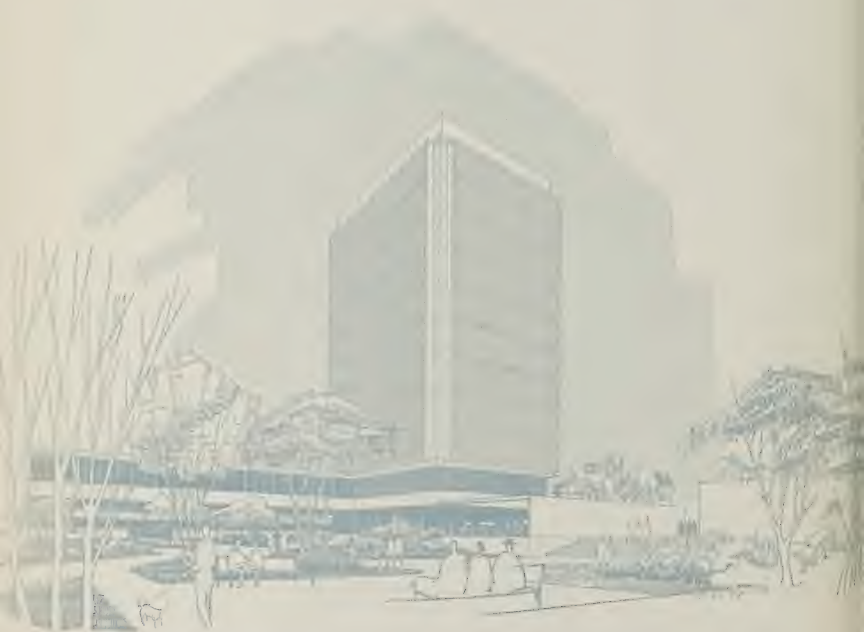
It is planned that a group of auto courts be permitted in a motel zone at one location only on the Patricia Bay Highway, near Elk Lake. The land should have some depth from the Highway; it should be suitably subdivided, it should have only one access to the Highway, and there should be a strict control of unsightly advertising.

The Trans-Canada Highway does not lend itself to this approach as tourists entering the city are now directed to the Island Highway which contains a high proportion of the accommodation now available. The land at Burnside and the Trans-Canada Highway has previously been zoned for motel use and if it is used for this purpose, it is planned that directional signs should only be permitted on the Island Highway at the intersection of Gorge Road and Tillicum.

The existing ribbon auto court development on the Island Highway is accepted as part of the Plan and this use of land should therefore be intensified. To protect the nearby residential development an ample setback or screening area should be provided on the auto court properties adjacent to residential zones.

To complete the Plan two inlying motel zones are shown. The first is in the James Bay and Cathedral Hill area where the highest standard of building, open space, and landscaping should be enforced. The second is in the Douglas-Hillside area which is now ripe for redevelopment. Motels have recently been constructed at both of these locations, which tends to prove their suitability.

In addition to the locations shown on the Plan there is the need for supplementary accommodation. This is necessary either along the Patricia Bay Highway or the Island Highway for this type of development and by its presence it is not possible to provide a screening for the same.



CATHEDRAL HILL CIVIC CENTER DEVELOPMENT

Drawn - *W. R. Gibson*

GOVERNMENT AND INSTITUTIONAL BUILDINGS

The great capitals of the world have established their renown because of the care which has been taken in the siting and arrangement of their important public buildings. No opportunity should be lost in applying imaginative civic design to the public buildings that will be required in the Capital Region.

The location for future government offices is shown on Illustration 17. New federal government offices are proposed in the area west of Government Street between Yates and Humboldt as part of a plan for the redevelopment and rehabilitation of this area.

For provincial and municipal buildings, preliminary plans have already been presented for the design of a provincial government precinct adjacent to the Legislative Buildings, and for a civic centre on Cathedral Hill*.

The principles on which the plan for the government precinct has been drawn are: the opening of a vista to the southern front of the Legislative Buildings, the separation of pedestrian and vehicular traffic, landscaped surroundings for all buildings, the provision of off-street parking, and the strict control of adjacent development to preserve a dignified environment. To implement this plan the government should acquire the necessary property as it becomes available, and the municipal zoning by-law should protect the adjacent areas from incongruous development.

The Cathedral Hill civic centre is planned primarily for a new city hall, court house and land registry office; however, the site is sufficiently large to accommodate some ancillary public buildings. Cathedral Hill has the advantage of a good relationship to the central business district—

* Capital Region Planning Board of B.C., *A Civic Centre for Victoria*.

GOVERNMENT AND INSTITUTIONAL BUILDINGS

a promontory which will place the buildings clearly on the skyline, and the nucleus of a centre created by Christ Church Cathedral, Pioneer Square, the B.C. Power Commission, and the Royal Theatre. These qualities coincide with the fact that 6 acres of land cannot be assembled for a lesser cost anywhere else adjacent to the central business district.

The only other major municipal requirements are in Saanich where all buildings with the exception of No. 2 and 3 Fire Halls are obsolete and totally inadequate for its needs. Satisfactory planning for Saanich's requirements will however be affected by current studies on the integration of Victoria and Saanich municipal services and should await their outcome.

The principal institutional needs of regional importance are the provision of hospitals, library service, and cemeteries. In the "Population Forecast and Land Use Requirements" it is concluded that the acute care hospital needs of the Region up to 1976 are well within the capacity for expansion of the Royal Jubilee and St. Joseph's Hospitals. In the case of St. Joseph's Hospital the acquisition of adjacent land now occupied by obsolete housing would prove advantageous.

It is likely that as health services are expanded over the next twenty years, the provision of chronic-care hospitals and nursing homes will be more universally accepted as a public responsibility. It is also possible that the acute-care hospitals will be accepting an increasing proportion of the province's psychiatric patients. This indicates that a long-range plan for community health services should consider more than acute-care hospital needs, and it is therefore recommended that the assistance of provincial and local health, hospital, and medical agencies should be enlisted for the consideration of the land requirements for an all-inclusive hospital care plan.

The community library service which is now located in the central business district will need to consider the establishment of branches as the urban area extends northward. If a Saanich municipal centre is established a branch library should be considered as part of the development, otherwise a branch should be located adjacent to the regional shopping centre proposed at Royal Oak or at the intersection of the Patricia Bay and Trans-Canada Highways. An additional branch, if required, should be located adjacent to the district shopping centre proposed for the Gordon Head area.

An inquiry into the current land reservation for cemeteries shows that there is sufficient land for the needs of the Region well beyond the planning period and that no proposals need be made at this time.

CENTRAL BUSINESS DISTRICT DEVELOPMENT PRINCIPLES



PRINCIPLES OF CENTRAL BUSINESS DISTRICT DEVELOPMENT

An attractive central business district is one of the qualities that distinguishes a satisfactory urban environment and a successful business community. The central business district of the Capital Region lies within a radius of 1500 feet from the intersection of Douglas and Yates Streets. Within this relatively small area there is the greatest concentration of people, the most valuable land, the largest buildings, the heaviest traffic, the highest volume of retail sales, the regional centre of government, professional, business and recreational activities. In no other part of the Region is a more vigorous and well supported program of planning and improvement required.

The floor space and site area occupied by the principal central business district uses, and the forecast of future requirements is summarized in Table 2. A more detailed account is presented in "Population Forecast and Land Use Requirements." The existing conditions of land use are shown on Illustration 16.

For the sound development of the central business district the municipal zoning by-law should be amended to divide the area into six zones in accordance with the principles shown on Illustration 17. These zones are intended to more clearly define the various elements of the central business district and to eliminate existing industrial zoning which interferes with the commercial use of the land.

THE PROPOSED ZONES

1. *A pedestrian core to create a compact central business district shopping area convenient to the pedestrian. Only the most intensive commercial uses should be permitted.*

2. *A landscaped, commercial area to link the civic centre on Cathedral Hill and the Government Precinct on the Inner Harbour. This zone should be made particularly attractive to the tourist trade, specialty shops, and offices requiring ground floor accommodation.*

PRINCIPLES OF CENTRAL BUSINESS DISTRICT DEVELOPMENT

3. *An automotive area for the sales, servicing, and repair of motor vehicles.*

4. *A redevelopment zone for public and private offices in the area bounded by Wharf and Government Streets.*

5. *A high density apartment-hotel district extending from the south side of the civic centre to the Empress Hotel.*

6. *A light industrial-commercial area on the north-west fringe of the central business district.*

To function satisfactorily as the principal shopping centre of the Region the central business district must rely on a heavy volume of pedestrian traffic. To encourage pedestrian movement and to make it more convenient and attractive, the ever-present conflict between vehicles and pedestrians should be minimized.

Wherever possible existing streets should be closed to create shopping malls and pedestrian precincts. Examples of what can be achieved are the proposals already made for the closing of View and Broad Streets to create a Shoppers' Mall, and the closing of Courtney Street to create a civic centre.

The street system in the central business district now occupies 30% of the total area which is far in excess of what is required for the move-

TABLE 2

*Central Business District Forecast of Site and Floor Area Requirements**

	LAND AREA (ACRES)			FLOOR AREA (000 SQ. FT.)		
	1956	FORECAST REQUIRE'T	TOTAL 1976	1956	FORECAST REQUIRE'T	TOTAL 1976
RETAIL STORES	49.5	9.0	58.5	2,240	420	2,660
PRIVATE OFFICES AND BANKS	7.5	4.0	11.5	1,010	335	1,345
PUBLIC OFFICES	6.0	10.0	16.0	945	400	1,345
INSTITUTIONS	3.3	2.0	5.3	177	40	217
ASSEMBLY AND AMUSEMENT	8.9	4.0	12.9	462	130	592
AUTOMOTIVE	23.0	12.5	35.5	—	—	—
TOTAL	98.2	41.5	139.7	4,834		6,160

* Details are shown in *Population Forecast and Land Use Requirements*.

PRINCIPLES OF CENTRAL BUSINESS DISTRICT DEVELOPMENT

ment of traffic. By closing minor streets and eliminating intersections the movement of traffic can in fact be expedited and the street area put to a better use.

The key to the successful development of the central business district is the implementation of a comprehensive group parking program. The forecast of future parking requirements is shown in Table 3 and explained more fully in "Population Forecast and Land Use Requirements."

Central business district parking should be provided in keeping with the principles described in Illustration 17. This plan shows long-term or worker parking areas adjacent to the main arteries on the fringe of the central business district, and more expensive multi-storey short-term parking at key locations in the core area.

The building by-law requirements in the central business district vary according to the No. 1, 2 and 3 Fire Districts, but the boundaries of these districts are at variance with use districts of the zoning by-law. To encourage the harmonious development of the central business district this anomaly should be corrected.

All of the above proposals indicate that the future of the central business district should not be left to chance, or to a hit and miss program of public improvements. A detailed plan for the gradual stage-by-stage implementation of the principles which have been described is urgently needed to attract new building, to protect existing investment, and to create a worthwhile "heart of the Region."

TABLE 3
*Central Business District Forecast of Parking
Requirements**

FLOOR SPACE PER CAR	1956 REQUIREMENT CAR SPACES	1976 REQUIREMENT† CAR SPACES	
500 SQ. FT.	4,500	7,100	RETAIL STORES
1,000 SQ. FT.	1,950	3,600	ALL OFFICES
1,000 SQ. FT.	650	1,100	ASSEMBLY AND INSTITUTIONS
2,000 SQ. FT.	1,200	1,600	WAREHOUSE AND INDUSTRY
	8,300	13,400	

* Details are shown in *Population Forecast and Land Use Requirements*.

† Allowing for increase in parking spaces required proportional to rate of increase in vehicle ownership from 1:3.5 to 1:2.6.

ADMINISTRATION

It has been stated that a community plan is no better than the procedures available for its implementation. To implement the Regional Plan, changes to the zoning, subdivision, and building by-laws are needed, and a program of public works and land acquisition should be undertaken in conformity with the Plan. To complete these undertakings successfully there must be a close working relationship between the Planning Board and the Provincial and Municipal Governments.

To improve the administration of planning the following proposals are made:

1. (a) *The Planning Board will advise the Provincial Government and the municipalities on the zoning, subdivision and building by-law amendments needed to implement the Plan.*
(b) *The municipalities should refer to the Board any proposed rezoning that is in conflict with the Plan.*

2. *The municipalities and their special purpose boards should estimate the capital cost of development of the Region during the planning period and should prepare a five year capital budget so that improvements can be made and financed in an orderly manner. The capital budgets should be submitted to the Board for advice on priorities for the major undertakings. In the advance planning stages of their programs all public agencies including federal and provincial authorities concerned with the physical development of the Region should consult with the Board.*

3. *To co-ordinate land use planning and the control of highway access the Provincial Government should request the Planning Board to advise on applications under the Controlled Access Highways Act.*

4. *The municipalities should appoint their engineers to a Metropolitan Highway Planning Committee of the Board to co-ordinate the programming of major road construction and area wide traffic studies, the Provincial Government having already agreed to do so.*

5. *Those municipalities which do not employ a municipal engineer should appoint the staff of the Board as their subdivision approving officer. The staff should also advise the Provincial Government on subdivision approval in the unorganized districts within the planning area.*

*Upon adoption of the Plan
amendments can be made with the
approval of two-thirds of the
member municipalities
and the Lieutenant Governor
in Council.*



Date Due

FORM 109

DEC 14 1982

NA
9130
B7A3
cop.2
Archi-
tecture

British Columbia. Capital
Region Planning Board
The Capital Region plan

CANCELLED

DEC 16 1983

PLEASE DO NOT REMOVE
SLIPS FROM THIS POCKET

UNIVERSITY OF TORONTO
LIBRARY

